# The Survey

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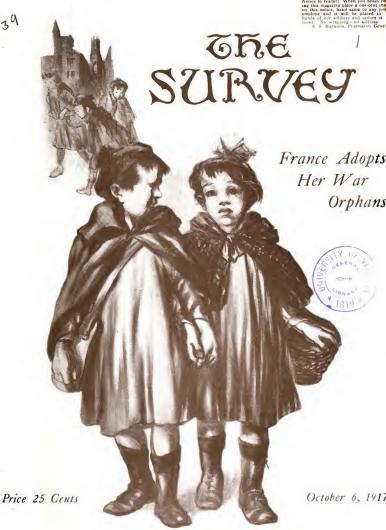
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State of New York, County of New York, as. Before me, a notary public in and for the State and county aforesaid, personally appeared Arthur P. Kellogg, who, having been duly sworn according to law, deposes and says that be is the secretary of Survey Associates, Inc., publishers of the Suzvey, and that the following is, to the best of his knowledge and belief, a true statement of the ownership, management (and if a daily paper), the circulation), etc., of the aforesaid publication for the date shown in the above caption, required by the Act of August 24, 1912, embodied in section 443, Postal Laws and Regulations, printed on the reverse of this form, to wit:

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### THE SURVEY

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#### ON GROWING OLDER

With the beginning of Volume 39 this week, the SURVEY may fairly claim to be grown up. It brings an experienced point of view to bear on events. And it does this, we verily believe, without loss of the vision or the high enthusiasms of youth or of youth's warm welcome to the new and the experimental.

In this new volume we shall go on, as in the past, finding our material for discussion in the social work and social thought of the whole country, with frequent trips abroad in the stimulating company of the army sanitarians, the Red Cross agents and the growing body of social workers in Paris-a score of them already-who are laying the foundations on which to rebuild the social and economic life of the stricken peoples of northern France and Belgium; later, of Poland and other near-eastern parts.

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EDWARD T. DEVINE

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### The Social Side of Camp Life

Photographs by the Playground and Recreation Association of America



Just Like a Sunday Afternoon at Home, Except for the Uniforms. Many Homes Are Thus Opened to the Boys in All the Training Camps .



Another View of the Same Party. This ond the Three Surrounding Photographs Are from the Vicinity of Ft. Oglethorpe, Ga., neor Chattonoogo, Tenn.



Singing Outdoors with the Band and a Phonograph for Accomponiment. A Flashlight at Ft. Oglethorpe



Saturdoy Night Sociol of One of the Chottanoogo Churches. Hundreds of the Soldiers Attend Every Week



Singfest of the Enlisted Men's Club at the Recreation Room of the Lutheran Church, Gettysburg, Pa.



Weekly Vaudeville Performance by Soldiers and Civilions at St. Xavier's Hall, Gettysburg



# The Training Camp Commissions

By Joseph Lee

PRESIDENT PLAYGROUND AND RECREATION ASSOCIATION OF AMERICA

REDERICK LAW OLMSTED gave as his opinion, formed through his long and effective service with the sanitary commission during the Civil War, that the two things that did most to keep the soldiers well were music and letters from home. Letters from home, or at least letters to home, are among the things for which the training-camp commissions are making special provision. principally through the Young Men's Christian Association: and singing, both by the soldiers and by the people of the neighboring communities, has also been promoted, with results indicated by the following letters from two of the field secretaries of the Playground and Recreation Association of America, which has charge of the community work. Indeed, the maintaining of home relations, and of the other loyalties in which our life so largely consists, may be said to be the leading purpose of both commissions. MY DEAR CHIEF:

Enclosed find songs for Syracuse Mobilization Camp.

Enclosed find songs for Syracuse Mobilization Camp, Between five and six thousand eager men participated with the Community Chorus in the most impriring evening I have ever the Community Chorus in the most impriring evening I have ever the Community Chorus in the Most Community Chorus I have been supported by the Community Chorus I have been considered and the Community Chorus I have seen the access glowing under the lights. The camp became inspired. The most cheered and cheered. Then the southern boys called for Catry many and perfect Day and My Hero. Then they called for Old Block Joe. In the chorus of Old Black Joe—"I'm coming, I'm coming, for yhead is been fine Joe I'm been fine from the Joe In the chorus of Old Black Joe—"I'm coming, I'm coming, I conclusion automobiles way out on the road tooted their horns and it was ten minutes before the enthusiasm subsided. We sang from 8:00 o'clock until 10:00 and ended with the Star Spangled Banner. I have never heard this song SUNG before. The commanding officer came forward after the singing and said it was the greatest thing he had ever listened to. He emphasized to the members of the chorus their opportunity for service to the men and how at no distant day when the watchfires are burning in France and the men sur-rounded by strange tongues, these home songs will he the officers' stand-by; how they will help to put life and energy in the tired hearts and muscles.

A campaign is being waged to enlarge the chorus and to include many more singing societies. Barnhart was cheered to the echo. The men unanimously voted that they wanted the chorus every This morning several commissioned officers phoned to the hotel telling me how much they appreciated this activity. Always sincerely,

SPENCER R. GORDON.

SYRACUSE HOSPITALITY COMMITTEE Office Public Library

DEAR MR. BRAUCHER:

I hasten to tell you of the most inspiring sight I have ever wit-nessed and the greatest occasion of its kind ever staged in America. This afternoon fully twelve thousand people assembled at the stadium of Drake University for a community sing, headed by three military bands and led by Dean Holmes Cowper of Drake University. After singing America and the Battle Hymn of the Republic a military quartette from the Negro officers' reserve training camp military quartette from the Negro others' reserve training camp asing I Want to Be Ready, and Couldn't Hear Nobody Pray. Imme-diately afterward twelve hundred Negro soldiers marched into the studium under command of Col. Ballou, U. S. A. The applause was deafening and after a demonstration of marching and manual of arms three hundred men setspeed to the center of the field. Soon arms inter additing the stepped to the center of the need. Soon the melody of Swing Low, Sweet Chariot was holding the vast audience entranced. The deep, rich and high-pitched voices carried to all parts of the stadium. Shouting All Over God's Heaven was even more wonderful in effect, while Tipperary quite carried the

audience away. audience away.

The externony of raising and lowering the flag was wonderful as the twelve thousand people arose and sang The Star Spangled Banner. The program lasted for an hour and a half and from the appreciation expressed Des Moines will be glad for the repetition of such events. Colonel Roosevelt, who had been invited to be present, found it impossible to come.

The Negroes regard the event of this training camp as the greatest in the life of the race since the Emancipation Proclamation, and as such the people of Des Moines were glad to give recognition. This occasion has had the desired effect of an increased regard for the ability of the Negro soldier and an appreciation of his service to the

I suggested the community sing and secured the consent of the military authorities while a local organization known as The White Sparrows led by Dean Cowper, carried out the program. We have arranged for more of these in September.

Sincerely,

P A PATIN

Des Moines, Iowa.

country.

This chorus work is done by men selected from among our great national song leaders sent by the secretary of war's commission to the various camps. Not all the camps have yet been covered, but the number of leaders is being increased, They will soon, we hope, include Rodeheaver, whose services -between drives against an older and, some people say, a less scrupulous enemy than Germany-have been offered by Billy Sunday.

The value of the singing has been recognized by many of the camp commanders and its effects are already beginning to justify Olmsted's opinion,

Besides stimulating chorus singing the commissions are getting up organ recitals, hand concerts, singing by glee clubs and other forms of musical entertainment, both by the soldiers

and by others for their benefit. But music is only one of very many things that they are doing. Their membership, by the way, is as follows: Secretary of War's Commission on Training Camp Activities: Raymond B. Fosdick, chairman; Lee F. Hammer, Thomas J. Howells, Joseph Lee, Malcolm L. McBride, John R. Mott, Charles P. Neill, Major P. E. Pierce and Joseph E. Raycroft. In addition to these members, two men who are practically members, and who between them are doing about half the commission's work, are John S. Tichenor, in charge of the V. M. C. A. activities, and H. S. Braucher, secretary of the Playground and Recreation Association of America, who directs the work in the communities outside the camps. Clarence A. Perry, of the Russell Sage Foundation, is another by whom some of the commission's most important results have been accomplished.

The Secretary of the Navy's Commission on Training Camp Activities consists of: Raymond B. Fosdičk, chairman: Lieut. Richard E. Byrd, U. S. N., secretary; Clifford W. Barnes, Walter Camp, Selah Chamberlain, John J. Eagan, Joseph Lee, E. T. Meredith, Barton Myers, Charles P. Neill, Mrs. ter, and both commissions are determined to do their part in seeing this determination carried out.

But the negative side of the commissions' work is not the biggest nor the most important. These young men in our training camps are making every sacrifice. They have left their homes, their careers, love and ambition, given up all that had hitherto made life worth living, and it is up to us, the stay-at-homes, to do our little part, to render their sacrifice effective. It is not quite enough that we should barely avoid the wholesale propagation among them of physical disease and moral deterioration with penalties to be collected from the wives and children of such of them as may survive. America asks something more than that. The establishment of these training camps represents a great educational enterprise. These are our national universities for war purposes, schools to which the flower of American youth is being sent. It is our business to see that these men are turned out stronger in every sense-more fit morally, mentally and physically, than they have ever been in their lives. Unless that is accomplished it will have to be said of America, as of every other nation



Fork city, in singing

"JUST A SONG AT TWILIGHT— Harry Barnhart, leader of the great New York Community Chorus, leading the guardsmen at Van Cortlandt Park, New

Helen Ring Robinson, Mrs. Finley J. Shepard, Mrs. Daisy McLaurin Stevens and John S. Tichenor.

The war commission held its first meeting on April 26, the navy commission on July 26.

The work of these commissions is divided mainly into three parts. One part is of a negative sort, namely, to help the President and the secretaries of war and of the navy to exclude vice and drink from the neighborhood of each camp and training station. This work is in charge of Mr. Fosdick, the chairman of both commissions. It has already resulted in intimations from the secretary of war to the local authorities in the neighborhood of several of the training camps that if they did not clean up the camps would be removed—with prompt and salutary results. The matter is always put up in the first instance to the local authorities, but if the symptoms presented by these do not seem to yield to treatment, the secretary of war has power under a recent statute to do whatever may seem to him necessary to effect the desired results so far as prostitution is concerned.

The authorities at Washington mean business in this mat-

that has encountered the problem of the training camp, that we also have failed in its solution.

A large piece of the commissions' educational work, comprising most of that within each camp, is carried on by the Y. M. C. A. This great organization has been asked to render within each camp and training station those services which it has performed so successfully in many lands: on the Mexican border, in the military and prison camps of Europe and of Asia Minor and elsewhere. One of their famous huts or recreation buildings is being provided for each brigade and for every smaller military or naval station. Each of these contains a small library, ample provision for writing letters, and a large auditorium in which, besides religious services by representatives of all denominations, there is carried out a weekly program of lectures, church services, singing, games, moving pictures and other recreational and educational activities. There are five men in charge of each building, one of whom is assigned especially to the development of games and athletics, and near every but you will see basket-ball goals and a volley ball net, and usually a place for pitching quoits, indicating a fraction of the work of this sort that the association is carrying on.

The war commission is also doing some other things inside the camps. It is going to build in each of the larger ones a theater which will seat about 3,000, in which the leading theatrical men of the country have been interested and in which it is being arranged that they will put on some of their best plays.

The American Library Association will at the request of the commission put in each of these camps a central library with a librarian and with branches in the Y, M, C, A, buildings,

A very important piece of work, especially in its bearing on the future, is a plan for the development of the post exchange, which is already being carried out. The post exchange is the most interesting social institution of the army. It consists primarily of a cooperative store for each regiment, run by the men themselves, at which all kinds of small conveniences chocolate, soft drinks, postal cards, base-balls—are sold, the profits going to the regiment, to be distributed or to be used in further development as the men think best. is to develop athletics even beyond what the Y. M. C. A. is able to do in connection with its buildings. Dr. Raycroft has charge of this work and has got some of the leading college athletes of the type that can get everybody doing things into some of the officers' training camps. These men are soon to be made civilian aids to the commanding officer in charge of athletics. The ultimate development which Dr. Raycroft has in mind and which I think will come, is that every company shall have an officer in charge of games and athletics—presumably a lieutenant—and a standardized box in its supply tent containing volley-ball, basket-ball and baseball outfits, a set of quoits and perhaps a few other articles of virtu. When the first set gives out, the post exchange can supply the men with the means for its replacement.

In this connection it is a matter of national congratulation that Walter Camp has been appointed on the Navy Training Camp Commission and that he is already busy on a handgrenade game. Long and unhappy remembrance of Walter Camp leads me and other Harvard men to believe that he will be able to develop his game in a way to show interesting



-WHEN THE LIGHTS ARE LOW"

Messtime, in the fading light from the sun setting over the Palisades just across the Hudson, is the favorite time for singing popular old songs

Mr. Perry, whose specialty is social centers, and who has had experience at Plattsburg, immediately scented the possibilities in the post exchange, worked out a plan with the aid of expert military advice, and submitted it at a meeting of the commission, which plan the War Department immediately adopted, so that it is now in force. It consists mainly in having the purchasing for all the post exchanges in the country done by the commission itself instead of by each regiment post exchange in some haphazard way; in providing money so that the purchases can be made at once instead of vaiting until the men get their first month's pay; and in having a post exchange officer anopointed in each camp and for each army division.

The expected developments are not all of a business nature. The post exchange officer is to be assigned "such other duties as the commanding officer may determine"—which means that if he is social-minded and the commandant is sympathetic with such idea—as in my experience he always is—there is no limit to what he may accomplish in the development of a wholesome social and recreational life in his particular camp.

Another thing the war commission is doing inside the camps

results. And talking of Yale athletes, the development of the post exchange on its business side is being looked after by Malcolm L. McBride whose career as football player and captain has been to me and others a subject of painful remniscence.

The third principal branch of the commission's work (besides prevention and activities within the camps) consists of the mobilization of the social resources in the neighboring communities so as to be of the greatest possible benefit to the officers and men. This is the least visible but to my mind—though as I am in charge of it, I am not wholly impartial—the most interesting and perhaps the most insportant part of the commissions' work.

What we are trying to do may be briefly described as the fostering and conservation of the men's natural relations to the world outside. The underlying cause of the more flagrant evils which have attended the establishment of soldiers' camps in this country and in Europe, the real disease of which these evils have been the symptoms, has been the result of cutting off the men from those relations to home and friends, to



FOLLOWING THE SONG LEADER

Men of the Reserve Officers Training Camp at Fort Nigura singing as they march. Their schedule has been so full that they have had no other time for it. There's no better toxic for lagging feet toward the end of a long hike. A dram major of the Civil War has testified that with a fife and dram corps playing a singing march he could carry a regiment a mile because the could carry a regiment a mile because the could carry a regiment a mile

church, to employment, to social and business associates of which a normal life principally consists, the results including not merely vice and its consequences but homesickness, depression and a general loss of moral and physical tone.

One thing we are trying to do is to make it easy for the men's friends and families to visit them. We have in the communities near each camp a directory made (if not already existing), and rendered accessible to the men for the information of their families, showing where good lodgings are to be found.

We have asked the Travelers' Aid Association to meet people at the station and help them to find their friends and lodging places. We have asked the Young Women's Christian Association to start "hostesses' houses," that is to say, comfortable rest and reception-rooms where women relatives can wait for the men after they have sent for them, and then can sit with them round a small table and have dinner or afternoon tea.

And speaking of the Young Women's Christian Association
—an important and difficult part of our work has been dealing with the national organizations of various sorts.

The Y. W. C. A. is not only putting up hostesses' houses but it and other organizations are furnishing trained women workers who are organizing the girls of each community into clubs and otherwise helping in girls' work. This constitutes a very important branch of our problem because of the well-known tendency of young women to go crazy in the presence of a uniform—a tendency which has resulted in very much of the evil which has attended in very much of the evil which has attended the establishment of training camps. The girls are being formed into clubs, kept busy over Red Cross work, athletics and social recreation of their own, and helped to give properly chaperoned dances for the soldiers.

There are also being established in the neighborhood of each camp women patrols of an informal and for the most part unnoticeable sort, who by their advice and influence at the right moment can, it is believed, do a great deal to keep girls from going wrong from mere silliness and lack of realization of what they are doing—at least that has been the very definite experience in England.

But the most important and difficult work is in establishing natural social relations between the men in the camps and the local community itself. Here a great variety of things are being done. In the first place a census is made of the men in each camp, usually through the cooperation of the commanding officer, showing their church affiliations, what college and college society if any they belong to, and in what fraternity, Masonic order or other similar organization they hold a membership; also their preference in games, whether they are musical, and what their hobby is. Through this sort of census, churches are able to invite soldiers of their respective denominations to come and take part in their services, sing in their choirs, preach, address their Sunday-school classes or organizations of boy scouts, and otherwise not merely receive religious ministrations but take part as real and active members of their respective churches. In the same way college societies and lodges have given smoke talks, held dances and receptions (which the churches also have done to a notable degree), got up athletic contests and generally made the men of their respective orders and denominations feel at home.

We put special accent on the matter of dances and other ways for the soldiers and salions to meet girls under natural and wholesome conditions. Personally I believe—and such, I think, is the opinion of all the members at least of the army commission—that it is better that the soldiers' camps should be near fair-sized communities, in spite of the dangers, because of the positive advantages of their seeing other people and especially girls in a normal and wholesome way. We seek to promate health, not merely climinate disease.

As to the establishment of intimate social relations between the soldiers and the families in the neighboring communities, it has been demonstrated that these will grow if given a fair chance and not killed by some injudicious forcing process. There has sprung up around the various camps an immense amount of taking soldiers home to dinner, and most of it seems to have resulted in making them really feel at home.

The public resources of the communities near the camps have been thrown open in the fullest and most cordial way. Dozens of ponds and swimming pools and hundreds of shower lattls have been made available for the soldiers. In a number of cases pools have been constructed for their special benefit. Country clubs, golf clubs, tennis clubs and public playgrounds have sent them special invitations.

Libraries are being kept open evenings and Sundays for their use, and it is astonishing how much reading these men will do, the more serious kind of books becoming more popular as the period of their service lengthens. The Y. M. C. A. finds its French classes well patronized, and we outside workers have in many cases found the teachers for them—one of the many examples of good team play.

In many places soldiers' clubs have been started. In one city the Rotary Club has taken over an old clubhouse, tradespeople have provided the various furnishings, and it has been landed over bodily to be carried on by the soldiers' own representatives. In other instances the top floor of some store or office building has been used. In Boston the Y. M. C. A. is giving its two upper stories for the use of the soldiers and sailors as their private club. In some cases special club buildings are being constructed, either adjoining the camp or in the city to which the men naturally gravitate.

The tendency to "go to town" is very strong because of the monotony of camp life. I think that is about the first idea any of us would have under a similar experience. And when the men get to town there is often nothing much to do and no decent place to sleep that they can afford to pay for. That is why soldiers' clubs with lodging features are so important in the cities near training camps; they are intended not so much to attract the soldiers to town as to give them some place to go when they are tired and some place to pass the night. They usually contain provision for pool, billiards, quiet games, sometimes a graphophone or victrola, a lunch counter (where it is especially important that there should be chooselate and other sweets), shower baths—the most valued re-

source of all-and a place for reading, smoking and writing

This work of precipitating the hospitality of the local communities in such a way that it shall tell for the greatest benefit of the men within the camps, has been assigned by the commission to the Playground and Recreation Association of America and through it to its field secretaries and to H. S. Braucher, its chief executive, by whom the work of all these secretaries is directed. When one considers that this work is now going on in the neighborhood of more than sixty camps and that the number will soon be as high as eighty, and that some of these camps are placed near great cities and that others embrace within the orbit affected a great many different communities-the one at Ayer, Mass., with which I am best acquainted, requiring special organization in about twenty such-one gets some notion of the magnitude of the task involved. But it is difficult to give an idea of the intricacy and infinite detail of this kind of work in each community in which it is carried on. It is an impossible sort of thing to visualize. Its highest fruit, perhaps, is found where a young soldier is sitting by the fire in a country home of people until lately strangers to him. The less visible the work has been, the more unconscious he and his hostess are of the machinery that was set in motion to bring the result about, the more successfully has the work been done. The matter is one of the handling of human beings in an intimate and personal way. It is an undertaking not lending itself readily to wholesale methods and that can hardly be talked about without a violation of confidence.

It is due to our field secretaries and to Mr. Braucher, their trainer and leader in all this work, to say that in the handling of this difficult matter they have fairly lived up to the injunction which I was once moved to place upon them: "Go forth and achieve the impossible as heretofore."

One of the most inspiring things about this work in communities around the camps has been the enthusiasm shown by the citizens themselves. The people are fairly falling over each other in their anxiety to do the very best they can for they young men. The opportunity is great and the responsibility commensurate. The first victories of our war can be won right here at home. It is the business of the training camp commissions to furnish the necessary leadership.

# France Adopts Her War Orphans

By Arthur W. Towne

SUPERINTENDENT BROOKLYN SOCIETY FOR THE PREVENTION OF CRUELTY TO CHILDREN

RANCE has recently enacted a law for the adoption of all of its "war orphans" as wards of the nation. It provides in an ingenious and sympathetic manner for their relief, protection, education and moral nutree throughout minority. The term "war orphan" applies to all children whose father or mother or other family support has been killed or has been wholly or partly incapacitated by wounds or illness contracted or aggravated through the war, whether as a military or a civil victim. The children of French colonists, as well as those of foreigners enlisted under the tricolor for the duration of the war, are included.

The legislation rests upon the recognition by the nation of its supreme indebtedness to those who, in risking everything for their country, have cherished the hope that the government would not fail in its moral responsibility of guarantees ing the safety and proper rearing of the children whom they have had to leave behind. The law also looks ahead to the period of future reconstruction. Sorely stricken, the country needs to conserve the rising generation under the most favorable conditions to the end that a new France may be built up.

There has been some speculation in our own country as to how France would solve its great problem of caring for so many bereaved children (estimated at some hundreds of thousands); as to whether it would probably be chiefly through emigration, the establishment of new orphanages, or the use of private foster homes. Unquestionably any scheme for the wholesale transplanting of French children to other lands will be discouraged; an earnest effort will be made to have these French boys and girls grow up and be trained for use-

ful occupations and good citizenship right in their own communities among their own relatives and friends, just as their fathers and mothers would wish to have done. While the law leaves it open to utilize both institutional and placingout methods, the committee reports, the debates and the action taken show a preference in the Senate and the Chamber of Deputies for the natural environment of family homes.

M. Léon Bourgeois, then secretary of state, introduced in the Senate in 1915 a measure embodying most of the salient features lately put into statute. His proposals were shortly followed by an alternative bill along more conservative lines drafted by M. Sarraut, at the time minister of public education. One of the principal points of disagreement and discussion had to do with this question: How far should the state supervise and control the guardianship of war orphans? M. Sarraut favored the internal reform of the traditional judicial guardianship (acknowledged by all to be defective in its operations) and liberal reliance upon the assistance of private child-helping agencies, with a minimum of state interference. M. Bourgeois stood for a more active social program, including a closer follow-up of the children, and for a larger acceptance of the state's legitimate obligations by public administrative authorities. The Bourgeois provisions were favored by the examining committees, and after certain amendmends, chiefly compromises urged by M. Perchot and M. Viviani, the bill was unanimously adopted in the Senate on June 23, 1916, and in the Chamber of Deputies on July 24, 1917. The law was signed three days later and its application is to begin as soon as the necessary elections can be held and rules promulgated.

The law establishes a national council administered by inniety-nine governmental officials, representatives of vocational, philanthropic and other organizations, and private citizens, presided over by the minister of education. The national office exercises a general oversight of the entire undertaking, lays down rules, and passes upon appeals. In each of the eighty-seven territorial departments into which the country is divided, is a departmental board comprising thirty-nine members and under the presidency of the local prefect. The main duties of each departmental office are to direct the execution of the law within its respective department, to accept the guardianship of certain children as indicated below, to distribute funds for the maintenance, training and other needs of the wards of the nation living in the department, and to see that private cooperating agencies perform their tasks properly.

Under each departmental office are as many cantonal sections as there are cantons within the department. The members of each cantonal section are recruited among local citizens who seem qualified to befriend or otherwise assist individual wards. One of their functions is to see that all war orphans within the community are reported as entitled to the benefits of the law.

The membership of all, these bodies—national, departmental, cantonal—includes women. The labors of all, except the regular staff employes in the national and departmental offices, are gratuitous.

The essential steps taken with respect to each child who has been reported by a relative or a member of the cantonal section as eligible to become a war orphan, start with a hearing by a district court. If the facts in the case fall within the definitions prescribed by the law, the court simply decrees that the war orphan is adopted as a ward of the nation. With this pronouncement the duty of the court cands.

Within fifteen days thereafter, upon the request of the child's surviving parent (if there be one) or upon an order of a justice of the peace, a "family council" is convened. This is a highly cherished conference long provided for in the civil code for the purpose of nominating a guardian whenever one is to be appointed, and of making recommendations concerning the safeguarding and advancement of the child's interests. It is ordinarily made up of the child's close relatives; but under the new law relating to war orphans, if any of the relatives are incapable or unworthy, the justice of the peace may exclude such persons from the deliberations and may fill any vacancies by calling for delegates from the departmental office or the cantonal section. Whenever possible, the council appoints the surviving parent, some other near relative or a testamentary guardian (previously named by the last deceased parent) as the legal guardian of the new ward of the nation. If such a course is impractical, the duty of making the appointment is referred to the departmental office, which may designate one of its own members or any other suitable man or woman. Thus each war orphan has his or her own individual guardian.

Formerly the power of appointment of women as guardians was very restricted. The present law, by permitting the appointment of women upon an equal footing with men, recognizes in the language of one of the parliamentary reports that guardianship should have its maternal side.

As a means of assuring the proper performance of the duties of guardianship, the family council may also propose, if deemed necessary, the appointment by the departmental office of a so-called guardianship counselor, who is expected to advise with the guardian and to inform the department and office if everything does not go all right. Should the mother or testamentary guardian happen to be the guardian named under the new law, no such counselor may be designated without the guardian's approval. Under other circumstances the departmental office may intervene and appoint a counselor. The guardianship counselors are supposed to be chosen from a list of persons of character and fitness recommended by the cantonal section, and are not, as a rule, attorneys.

In case the guardian at any time becomes negligent or culpable, the departmental office is authorized to call a meeting of the family council for the purpose of considering the situation and making suggestions. Failing to secure the desired results by this means, the departmental office may have court proceedings instituted and request that the child be committed to its custody.

Under the French law, adoption with full parental rights in the sense in which we use the term, has never been encouraged; but the new law provides a way wherehy after a person has had a child for three years adoption is somewhat facilitated.

Money payments for the support, education and other needs of the wards are to be made by the departmental office according to the individual circumstances. While the money is expected to come largely from state and other public funds, the departmental offices as well as the national council are empowered to receive and expend legacies and other private donations. The distribution of grants promises to be much more elastic than would be likely under any ordinary system of pensions. Upon request of the guardian as well as after commitment to it, a departmental office may place any ward in a public or private institution, school, or other child-caring or placing agency, or in a private family. Parental desires as to religious predifections and the means of education are respected.

In working out the machinery and procedure for the guardianship of war orphans extreme care had to be taken not to violate parental rights or arouse the inherent aversion of the French people to anything sunacking of bureaucracy. A study of the law in the light of the time-honored judicial practices in the matter of guardianship discloses that the methods provided for the selection of guardians are based upon a keen appreciation of the wishes of the child's family and friends represented in the traditional family council. Except in cases of commitment of children to a departmental office, and where the family council itself requests the departmental office to name the guardian, the powers of the public administrative authorities are almost wholly inspectorial and supervisory. One cannot help but admire the skill with which this happy combination has been worked out.

The adoption of children as wards of the nation is not without certain precedents. After the war of 1870 and even in isolated instances in the days of the Napoleonic era, the government adopted certain few children. The public relief laws authorize the government to accept the guardianship of child recipients of public relief. There were sentimental grounds for looking with disapproval upon any suggestion that the children of the nation's war heroes should be classed, however, in the same category with dependents. While the so-called assisted children will remain under the jurisdiction of the charitable authorities, the war orphans are spared from any stigma that might possibly attach to them through a similar connection, and, as indicated above, are to be under the ultimate partonage of the educational authorities of the state.

It will be interesting to see as time goes on whether there will be any extension of the excellent system provided for war orphans to other classes of children who may be in need of similar treatment and opportunities. The measure of success to be attained by the proposed plan can be ascertained only through the test of experience. Much depends upon the development of proper social standards and methods, both among those officially charged with the administration of the law and among the various cooperating agencies. It will be no easy task to secure enough workers, paid and volunteer, having the requisite technical knowledge and skill to do this highly delicate type of work efficiently. It will be interesting to observe whether some of the inspectorial duties now devolving upon cantonal volunteers may not ultimately be taken over, at least in part, by professional workers.

One of the greatest difficulties in carrying out the excellent provisions of the law will be the financial one. The measure carries with it no appropriation as yet. Before its adoption, the government had been paying a very small amount for the relief of children suffering from war exigencies; and certain few private enterprises, such as emergency colonies for some of the orphans, have been struggling along as best they can with the limited means at their disposal. To carry out the new governmental program over a number of years on the scale now contemplated will require extensive funds. It is to be hoped that the fiscal resources of the country will permit appropriations which, supplemented by generous private gifts, may insure that this new child welfare undertaking by the nation will prove thoroughly workable and successful.

All in all, the law is a splendid testimonial to the patriotism, the democracy and the future of France.

### Back and Forth to Mexico

By J. B. Gwin

SECRETARY ASSOCIATED CHARITIES EL PASO, TEXAS

HE war has been such a potent factor in its effect on immigration that the new law which provides for a literary test and a head tax of eight dollars has not received the attention which such a radical change in our method for controlling and restricting immigration merits. Even on the Mexican border the war, and more especially the conscription law, have decreased and complicated our figures for new arrivals so that they lose much of their value unless carefully interpreted.

According to general reports supplied by employment agencies, business houses, railroads and immigration officials, the trend of Mexican migration during the past three months has been south instead of north. No records are kept of returning Mexicans at border stations so that the truth as regards their migration homeward can only be guessed at. The exodus has two fundamentally different causes. The cessation of activities on the part of bandits in most of Mexico and the partial restoration of that country to a condition approaching peace but not plenty, has undoubtedly caused hundreds of homesick refugees to quietly gather their few belongings together and turn their faces homeward one by one The Americans hardly know when they leave the border towns but they do know that many well-known Mexican families have disappeared from their midst.

A more recent cause of migration has been the conscription law. In some unknown manner, word was sent out all along the border that Mexican aliens would be conscripted. The Mexican authorities were accused of using this method to induce their citizens to return, but this has been denied. According to immigration officials, there has been a fairly steady stream of returning Mexicans of military age with their families and a corresponding decrease in the new arrivals of similar age. Part of this exodus was due no doubt to the fact that all Mexicans who had declared their intentions of becoming citizens by taking out their "first papers" are subject to draft. From 70 to 75 per cent of these in El Paso, when notified to appear before the examining board, did not appear and have either crossed over into Mexico or are in hiding. Not a single Mexican in the same district who could claim exemption as an alien has failed to do so.

Since the new immigration law went into effect on May, every new arrival at any port in the United States has had to pass the literacy test and pay a head tax of eight dollars if he intended to remain in this country. The officials at the Mexican border ports have made a ruling that every new arrival (children under 16 are excepted if they are with their parents or guardians) must deposit eight dollars, to be refunded if he returns in less than six months. Basing their estimate upon the three months the law has been in effect, the officials at the El Paso station estimate that not less than \$250,000 will be turned into the United States treasury in one year from this port in head-tax money.

The literacy test provides that every entrant must be able to read from twenty to forty lines in any language he cares to be tested in. The lines are always taken from the Bible. The immigration officials are not able to give more than an estimate of the effects of this feature of the new law, but they have not hesitated to say though that from 50 to 75 per cent of all Mexicans applying for admission are debarred because of inability to read. This had debarred, acording to railroad officials, over 50 per cent of the laborarupon whom they depend for their usual summer construction work and they are very much opposed to the law as it stands.

The provisions of the law are enforceable largely because of the new quarantine station located at the international bridge at El Paso. Those who do not come in "legally" but cross the Rio Grande at some fordable point, must have a certificate issued by the officials of the quarantine station before they can be shipped out by the railroads or by the private employment agencies. Consequently they are forced to report at the immigration station before they can secure employment out of the city. There they must pass the literacy test, pay the head tax, be bathed, "de-loused" and passed upon by the physicians.

The effect of the quarantine regulations upon the arrivatingures of the immigration station at El Paso is rather startling. Despite the complaint of the railroads that they are not securing one-half the laborers they have formerly received from Mexico and despite the effects of the literacy test and the higher head tax, which must together debar at least 75 per cent of those seeking to enter, and despite the effect of the conscription law, the officials are quite certain that their report will show more Mexicans admitted at this port during the past three months than for the same months of any other year. While this will be the condition as shown by the immigration statistics the actual facts are that probably the number of Mexican laborers coming north to do "rengancia" work had decreased 75 per cent for this summer.

Organized opposition to the new law has already centered largely upon the literacy test and, according to border newspapers, the railroads and business men of the district will endeavor to have this feature of the law repealed.

### And the Worm Turned

### By Gertrude E. Hall

AGENT FOR MOTHERS' AID MAINE STATE BOARD OF CHARITIES AND CORRECTIONS

I. THE COMMUNITY INDICTS THE FEEBLEMINDED

E, the community, object to the feebleminded on the following grounds:

1. They are physically imperfect, mentally

dull and morally vacuous.

2. They are not provident and become dependent in their

- old age.
- It offends us to see such poor wretches in our midst.
   We give them charity, but they never get ahead.
- 5. They require custody to keep them from reproducing their kind.
- 6. They have many children and are not fit to bring them up.
- Their children are repeaters in school, clog up the lower grades, and interfere with the economy and regular progress of the school.
- 8. They cannot understand numbers, do not love reading, do not keep up with current events or know what is going on in the world. They are presented an imple
- on in the world. They are vegetative animals.

  9. Their daughters are "easy marks," and produce illegiti-
- mate children who fill up the orphan asylums.

  10. Their sons are suggestible and fall into crime. They burn our barns, steal our crops, and sometimes commit murder. We are afraid of them. Our jails and prisons are filled with them.
- 11. Their men are likely to assault little girls.
- 12. The feebleminded cannot protect themselves from danger. They get under our automobiles and trains, become en-
- tangled in machinery, and use poor judgment in all crises.

  13. They work well only under direction. Even then they make stupid blunders.
- 14. Their health is not good and they lack resistance to contagious diseases. Through filth and carelessness they spread disease, and cost the community large sums.
- They live in poor houses and tend to create a slum.
   Property in their neighborhood decreases in value.
  - 16. They are promiscuous in domestic relations and trade

- wives. The extra sets of children are placed in orphan asylums at our expense.
- 17. They have low standards of living.
- 18. They hand down their defects from generation to generation and impede the progress of the race.
- 19. The cost of them in orphan asylums, reformatories, jails, prisons, almshouses, and in outdoor relief is a shocking burden to normal taxpayers.
- They are not fit for citizens and should be exterminated.

#### IL. THE FEEBLEMINDED INDICT THE COMMUNITY

 You have investigated us, pried into our homes, inquired into our most private affairs, and we have suffered it.
 Now you call us degenerates and delinquents and say that we are going to ruin the race. We have never ruined it yet.

2. It is true we are poor, for we set no store by wealth. There have been those that embraced poverty with your full commendation, as, for instance, St. Francis of Assisi. But he was one of your own class. When a feebleaminded man gives his whole life to serve others for a pitrance, and has generously given of his strength to plow the fields and harvest the crops of others, will you deny him bread when he can no longer do his daily toil?

 We are naturally happy and sunny in temperament, but your children tease and torment our children and make their lives miserable.

4. We want your friendship more than your charity, but if you must give us charity let it be mental rather than metal.

5. Idiots and imbeciles, we admit, require custody in their own homes or in public institutions, because they are incapable of self-support. But we, the morons, with mentalities from eight years up, can earn our livelihood, proxided you give us the right chance. We haven't had it yet, and that is why so many of us have failed. Every feebleminded hobo on the road is one of your failures.

6. The reason that we have many children is because we

do not practice birth control. Let the Creator who implanted the reproductive instinct in the race judge between you and us on race suicide.

- 7. Our greatest grievance against you is in regard to school training. We are trainable, not in books, but with our hands. We can weave, braid, cobble, tinker, and learn every simple kind of work. You give us nothing but abstractions, words, numbers, rules and definitions. Your ten years of school training which you enforce upon us are a shahara to us. We love nature and animals and plants. Like us they are vegetative. In the name of common sense, give us concrete instruction.
- 8. As for knowledge of current topics, we admit that we do not topicy reading the Outlook or the Literary Digast. Rather would we prefer of a spring day to sit under a blosoming tree and whittle a stick when the day's work is done. Neither can our growing boys bear to sit forever in a school room under the compulsory non-education law, when they might be playing hookey and steal away to a tumbling brook to catch a string of speckled beauties. And if, sirs, you had the real red blood in your veins that you talk so much about, you would have your schools out-of-doors, near to nature's heart.
- 9. Our daughters are natural, simple and trusting. When you make false love to them they believe you. It were better if you were worthy of their simple faith. But if you blame them for their innocence let the man of you who is sexually chaste cast the first stone.
- 10. The crimes that are punishable are the ones that we commit. You get away with yours. Suppose there is a sheep at pasture and a feebleminded man kills and east of it because he is hungry. You cry "thief, thief," brand him as a degenerate and give him the limit of the law. But if one of your normal men can make a million off from stocks, you laud his shrewdness. He is not arrested for taking the value of 100,000 sheep which he has not earned.
- 11. Your sons rape our daughters. Is it any worse if an occasional one of us rapes one of yours?
- 12. Your speed-crazed autos take toll of normal as well as feebleminded persons. But the moron is safest on the farm, tilling the soil, plodding along with oxen and domestic fowls.
- 13. We, though stupid, are industrious, good at hand labor, willing to work early and late if you give us a kind word. You can afford to direct our industry, for our toil is surely worth a little more than our simple living costs.
- 14. We are not perfectly well, but neither are you. Our nerves at least are steady and yours are not. We can bear pain well, can endure privation and can stand extremes of heat and cold. In the name of public health and race progress, we indict you because you overvor's, overworry, live at too fast a pace, burn the candle at both ends, overstimulate yourselves with food and drink, shorten your hours of sleep, compete too keenly with others for hollow honors, and have too many terminal breakdowns. If you keep on at the present neutrasthenic rate you will presently need some of our stable blood to mix with your over-excited systems, to keep the race from ending in the mad-houst
- 15. You rent us houses that are not fit to live in. Is it the tenant or the landlord who creates the slum? You have brought it about that more than half of the race lives in big cities. That is hard on us, we confess. You, thoughtful people, have built that great monstrosity, New York city,

- with its burning pavements, treeless streets and congested tenements. Do you really call that a normal, sensible thing to have done? Better for us is the little cabin on the mountain side, amid green trees and grass, with a brook to fish in, and furry animals to trap, field strawberries to pick, apples to shake from the trees, a sack of cornmeal to go to, and a pig to fatten and kill. Man's days are as grass. You say in your "write-ups" that our shanties are unpainted and our window lights gone. That at least lets in the light and air. We have seen in your walls grated holes, rather dusty, to be sure, which you point out proudly as ventilators. To our dazed minds you have chosen ill to pack the poor people into tenements. Better a Hebrew patriarch tending his flocks on the hills of Judea than a dyspeptic bank president of the metropolis, with a private secretary at one elbow to rush him from one engagement to another, and a doctor at the other elbow to keep him from going insane.
- 16. We know the divorce court is the correct and proper way of trading wives, but we cannot affird it. So we bind the bargain with a pouch of tobacco. When in domestic difficulties, it is easy for you to send your children to finish at hoarding schools. Those are your orphan asylums. We are not better than you, but are we worse?
- 17. We admit that our standards of living are different from yours and confess our inability to understand all of yours. You keep dogs, cats, parrots and alligators in your houses, but not hens. You bare your necks, we bare our feet. You eat asparagus tips with your fingers and we eat pie with ours. You accuse us of keeping our table set all the time, but if we recollect, the thanes of merry England kept a bountful roast of beef always on the sideboard. You polish your nails and we polish our noses. It would require your wisdom, which we lack, to explain these differences.
- 18. You profess to be atraid of the feebleminded stock for fear it will propagate faster than yours and ultimately get to be in the majority. If, in the survival of the fittest, this ever happens, we will courteously exchange places with you, and set apart for your use the custodial asylums, to conserve your feeble strain.
- 19. You want to cut us off body and soul, so that the race will have no bottom layer. Forsooth, you remind us of the feebleminded man—or was he Irish? (our memory is poor) who thought that rear-end railroad collisions can be prevented by detaching the rear-coach from each train.
- 20. We are not predisposed to crime and lust and alcoholic excess any more than you, but we are easily influenced. Take the saloon away from us, purify our environment, teach us to do the work that we are fitted to do, protect us as you protect children, house us as well as you house your stock, pay us in kind for our labor, be thankful that we are not noisy agitators like the socialists or peevish and unhappy like your own neurasthenics. We represent in a way the childhood of the race, the dawn of human history, the making of a man, and why is that a more despicable job in the twornteth century than in the beginning? And remember, last of all, that WE ARE YOUR COMMON LABORERS. If you lacked us you would miss us. As one of your own poets has said.

No man is born into the world whose work is not born with him. There is always work And tools to work withal, for those who wil, And blessed are the horny hands of toil.

# Some Myths in School Keeping

By Albert J. Levine

NE hears a lot of the "average citizen," "average reader" and "average boy." Science is discounting the dependability of this term as a measure; but popular usage has endowed it with a meaning that is more than approximative. The vogue it is enjoying is contributing not inconsiderably to the looseness of the language of achievement.

A statistical average is understandable. The component units are known, they are calculable. But the computation of an "average" based upon the incalculable psychological factors entering into feeling, knowing and willing is a dangerous practice that is involving educators in grave misconcentions.

The "average child" is a figurative expression helpful in conveying an idea of unity in the midst of diversity; but is a concept decidedly individual in its formation.

The chief objection to the use of "average" lies in the scientific application of an unscientific term. Courses of study are constructed for the "average pupil." The probable error for a small community is perhaps negligible. The special class and the speed class usually rectify deviations. The town school may suffer little from maladjustment of the curriculum to its homogeneous school population. It is the city, with its welter of nationalities, that suffers most from the ineptness of the curriculum. With its birdshot ammunition it manages to make some "hits;" when one hunts the "average" on meed not be a marksman—the scatter-shot saves one from a total "miss."

Writers of school books exhibit this lack of approchment between curriculum and the individual pupil. They could their contents in the language of their "average pupil." The result is that the books are written at pupils. They address the pupils du haut en has. They bear the carmarks of having been constructed for a highly gifted "average pupil" personally known, berhans, to the author.

Charles Kaye, writing in Printers' Ink, makes a similar characterization in the field of catalog writing. He instances one literary effort, addressed to hardware merchants of small towns, abounding in the finely chiseled phrases: 'the diversified occupations,' "potential prospects' and "per capita basis." Its quotation of prices saves such a catalog from sheer pedantry. There is justification for the judgment "that the small town merchant couldn't tell a diversified occupation from a hypotenuse of a triangle . . . while per capita has a gruesome suggestion."

To an adult of limited education such phraseology is dismaying; to immature minds it is positively stupefying. Yet a popular history of the United States delivers itself of this effusion: "It was Thomas Jefferson, president of the United States from 1801 to 1809, whose sound democratic instincts and robust political philosophy prevented the Federal Government from becoming too closely allied with the interests of particular classes." This is not an invidious choice. It is a sentence taken from the body of a dissertation on Jefferson constituting a portion of the work for the eighth year of grammar school. The pupils of a certain class who made a study of this topic were "average pupils" of a particular locality. Yet out of a class of forty-five pupils, thirry checked this extract as incomprehensible; they could get no help from the

general drift of the context; they could generate no light from the antecedent statements. When the class reached this passage they ran into a blind alley. Of the individual words constituting the few paragraphs studied for vocabulary the following words evoked faint response: "decisions, robust, philosophical, completeness, profound, instinct, allied, and endure."

No doubt there are children who are familiar with these words, but the "average" class suffers from linguistic limitations peculiar to foreigners.

The fallacy of "average pupils" has its twin in that of "class teaching." It proceeds on the assumption that the wide distribution of the "average" tends to crystallize certain pupils into groups; the grading of these children into classes or grades is an important phase of school keeping; and the chief justification of such classification is manipular convenience. It is easier and cheaper to teach a class than an individual. The teacher abstracts certain mental characteristics from the class groups and adjusts her methods to that abstraction. School officials standardize the methods and the taxpayer helps toward institutionalizing the lock-step form of school organization.

If this diagnosis is correct, if the teaching of the "average" is wasteful, how can we avoid this waste? One school obviates the difficulty by double promotions within the same grade. When the children are promoted, teachers are requested to grade the incoming pupils on their ability to continue their studies in the three R's. Coincidentally with this tentative promotion the principal sends his teachers a number of textbooks from which they are asked to choose those that are best adapted for the degree of proficiency displayed by those of the pupils who have shown a decided weakness in language, reading and arithmetic. The teachers try out books with the least progressive pupils. After the lapse of one month the children are redistributed in classes that devote the major portion of their time to one subject. The final step in the act of promotion finds the pupils of one grade in one of three rooms or classes: an arithmetic class, a language class or a reading class. This affords a close approximation to a workable, teachable, "average" unit.

Classes are equipped with the books suitable to the mentality of their members. At the expiration of the term the classification is changed for the pupils whose improvement warrants their readmission into normal classes pursuing the traditional studies on standard time allotment. This form of school organization may be characterized as class-individual instruction.

To the taxpayer, scholars is scholars. The school budget is too often stretched out of joint to fit the procrustean bed of school attendance. Despite the strident cry for a business administration of schools, school keeping remains, for the most part, untouched by the business philosophy of scientific management. It takes money to eliminate waste motion; the efficiency expert is a high-priced employe. But an educational laboratory must be established to save the school board members from stultification. A beginning has already been made in an attempt to determine how far individual instruction may cut down the time consumed in turning out the completed school product, the public school graduate. The Spewer School of Columbia University is studying means of accelerating the

progress of the pupil through the grades, and New York city is conducting experiments in six-year courses aiming at the construction of a new terminal for the educational road.

The results so far obtained by these experiments justify the high hopes of their sponsors. The scholastic idiosyncrasies of the individual are stressing the wastefulness of mass teaching. Mathematical ability is not always a concomitant of linguistic excellence. History may be a stumbling block for one pupil; another may find insuperable difficulties in mastering geography. The intellectual "square peg" is a much of a reality as the industrial one; and there is but one way to find out whether a child is a "square peg" or a "round peg," and that is by individual testing-out in an educational laboratory under supervision of trained observers conversant with educational scales and tests of proven merit.

But one must not rest with mere correct labeling of a child; administrative machinery must be created to give that child individual instruction. Methods must be devised to teach children through their preferred senses. With some the are is more efficacious than the eye. The motor-minded must be given opportunity to use their hands. The eye-minded make little progress through oral instruction. Picturization of the curriculum is just as feasible, within limits, as its motorization.

To effect these innovations the school budget committees must extend liberal financial aid. The attitude of the public is typified by the hard-fisted husband who complains of his wife's perennial demand for money. "What does she do with the money?" "I don't know," the aggrieved husband answered, "I haven't given her any."

The case for individual instruction has been ably stated by Frederick Burk, president of the San Francisco State Normal School, who claims that "individual instruction saves from one to three years in the time needed for an elementary education, eliminates many wastes of present methods, and provides a much better training for 'every child'," and "would conserve considerably over 50 per cent of the present school expenditure." [See the Sunvey for February 26, 1916, page 634.] It will do all this—ultimately. But the expense mounts rapidly during the period of unavoidable transition.

A not inconsiderable increase must follow the scrapping of useless material, the remodeling of classrooms, the temporary increase in the number of teachers, the training a corp's of teachers in the technique of individual instruction—a technique that involves the multiplication of pedagogic devices and the readjustment of pedagogic "laws"—the creation of supervisory instrumentalities to inaugurate the new system, and the institution of a campaign against the obstructive forces of conservatism. The public must cooperate. Reorganization of any human agency—reassociating its units and unifying its new aims—entails heavy initial expense; and the total expense can be estimated only after actual rehabilitation.

If school keeping is to yield good results it must be purged of many misconceptions. We have yet to lay the ghosts of the gorgeous myths of "average child" and "class teaching." We are just waking up to the hopelessness of cutting our celucational material to clothen mythical beings whose measurements are a source of conjecture. We still pretend to find mental homogeneity in a class membership of a heterogeneous city population. We yield too much to the exigencies of economy; and the demands of mass teaching give little scope for personal contact. We must stop teaching the "average child;" the genius and the laggard cannot learn willy-nilly. We must formulate a curriculum for these "trues" of children.

It has been decreed that the child must wear the educational harness for eight years; the dullard and the genius must serve the same time. Plans to test the validity of this practice have only reached the "conversational stage," because we are still without sufficient experimental data on which to base a reconstruction of the school curriculum. This momentous problem can only be settled in the educational experimental stations.

Reports are reaching us of successful school organization based on a six-year course. Acceleration of the preparatory stops are becoming increasingly urgent in view of the growing obliteration of the line of demarcation between youth and manhood, between school and life. The boy must be prepared to don the toga virilis before his appointed time because of the compulsion of economic want; the school must help him burst his chrysalis.

### THE RED CROSS BANNER

By Laura G. Woodberry .

PATTERN of Healing, soft, Woven of Light. Radiant Charity, Dear in men's sight. Emblem of Sacrifice, Be thou our care! Thine is the burden that each one may share. Help ease the pillow of pain and despair!

Help ease the pillow of pain and despair!
Sign of Devotion,
Magnificent, rare,
Making the Hell of
War lighter to bear.
Hail blessed Beacon!
Beloved everywhere!
Shedding sweet Hope on the war-blackened air.
Liberts needs the Red Gross! Do your share!



VIEW OF THE COLORADO FUEL AND IRON COMPANY CAMP AT IDEAL, COLO,

# Two Years of the Rockefeller Plan

By John A. Fitch

OF THE SURVEY STAFF

HIS is the story of a changed order. Who changed it doesn't matter, though no list would be complete that didn't include Mother Jones and John D. Rockefeller, Jr., the United Mine Workers and the Industrial Relations Commission. What does matter is that the bitterness engendered by the Colorado strike of 1913-1914 and the events back of it is being slowly but surely wiped out and that a better state of affairs, industrial and political, is coming into being in Colorado.

Three years ago the president of the Victor-American Fuel Company, the next to the largest coal company in Colorado, smote the table before him and swore that he would fasten the strands of autocratic industrial government tighter than

Three years ago the president of the Colorado Fuel and Iron Company, the largest coal company in Colorado, testified that his company maintained what were known as "closed" camps. Into these camps the public had no definite right of entry, although in some of them as many as 600 people were living.

Three years ago the general manager of the coal-mining properties of the Colorado Fuel and Iron Company declared that it was his practice to prevent anyone from entering these communities, even for social purposes, if he disapproved of them in any way. He testified in court that the company would not permit men to come into the camps "to discuss with the employes certain principles, or to carry on arguments with them or to appeal to their reason, or to discuss with them things along reasonable lines," alleging that such discussion would lead to violence.

Three years ago the leading coal operators of Colorado were refusing to meet any representatives of the coal miners' union, for any purpose. When they could avoid it they would not even sit in the same roon with them.

All that is over. Before me, as I write, there is a little

green book. On the cover is the inscription, "Agreement, by and between the Victor-American Fuel Company and the United Mine Workers of America, District No. 15, for period beginning March 26, 1917, and ending March 31, 1920." Actually three years after the strike of 1913-14 we find the company that had the reputation of being the bitterest enemy of unionism in Colorado, signing a union agreement to run for the next three years!

In 1914, Victor-American and Colorado Fuel and Iron were following the same policies. During the whole of the long strike no union leader crossed the threshold of either company. A few weeks ago I was sitting in the office of the Colorado Fuel and Iron Company in Denver, waiting to see Pres. J. F. Welborn, who was engaged with callers. As I sat there the door of the private office swung out and two men emerged. I glanced up, and then looked hard, Yes, I was right! The men were James F. Moran, acting president of District No. 15, United Mine Workers of America, and John McLennan, president of the State Federation of Labor, They had been having a conference with President Welborn to discuss matters affecting the employes of the Colorado Fuel and Iron Company. Their presence was no indication that the company has recognized the union, but it did indicate a long stride from the position taken by the company only three years

I knew that a change had taken place, for I had just come from a visit to the coal camps in the southern part of the state. I had gone freely into open and closed camps alike, talked with whom I pleased and no one interfered and no one asked my business. Three years ago casual strangers were run out with scant ceremony. I asked a miner what my reception would have been if I had come in the same way, without credentials, during the old régime. "They'd have had you by the nape of the neck in fifteen minutes," he replied. This miner, morcover, knew whereof he spoke. He had once

been given three hours to pack his household goods and with his family get out of camp. He had been suspected, without foundation, of being a union man.

I saw only one camp marshal in this trip. He was wearing a deputy-sheriff's star. He told me that he was the only camp marshal in the Colorado Fuel and Iron Company camps in that county who had a deputy's commission. The sheriff wouldn't issue commissions to the others, he said. And this was on the old stamping-ground of Sheriff J. S. Grisham, who picked grand juries, bullied strikers and issued commissions to mine guards wholesale!

I was in Trinidad once, some years ago, when there was only one man in all the region round about who dared let it be known that he was a member of the United Mine Workers. He lived in Trinidad and didn't work in the mines. On that trip, incidentally, a muscular-looking gentleman whom I did not know showed a decided interest in my movements, ate his meals at the hotel where I stayed, and at the same time; courteously waiting for me in the lobby at breakfast-time that I might precede him into the dining-room.

This time I had no chaperon. The secretary of a local miners' union from one of the camps nearby, himself a working miner, stood openly on the street corner and talked with me of union affairs. We even got into a street car together and rode out to the camp.

I learned that there are union locals in every one of the Colorado Fuel and Iron Company camps. The union claims 90 per cent of all the employes in the camps. The company denies the claim, but admits that 50 per cent belong to the union. In every camp union meetings are held openly. Before the strike, three years ago, meetings had to be held in secret, sometimes at a distance from camp, under cover of darkness.

These are some of the industrial changes that have come about in Colorado in three years' time. There have been political changes that reflect no less a new order and a changed spirit. The state administration that was elected in a campaign of hate has given way to officials of a different temperament. At the request of the present autorney-general the case against John Lawson has been quashed. The supreme court has ordered a new trial for Zancanelli, a striker who was indicted and tried in the heat of passion and sentenced to life imprisonment. Hundreds of indictments still pending against the striking miners of three years ago have been dismissed.

Nothing more strikingly illustrates the change than the defeat of Sheriff Grisham in Las Animas county and Sheriff Farr in Huerfano county, the two big coal companies of southern Colorado. These two men had faithfully served the coal companies and viciously fought the miners whenever a controversy between the two arose. Grisham personally named the grand jury that indicted John Lawson and admitted that at least half of the men he selected were friendly or under obligations to the coal company.

Farr was known as the "king of Huerfano county," where he had been sheriff for twenty years. His first setback came after the 1914 election. It was a hot campaign, but Farr was declared elected. His opponent appealed to the courts. The supreme court of Colorado, in an opinion that relentlessly excoriated the political methods by which Farr's supremacy had been built up, threw out the returns from several precincts where, by the worst tactics of in-imidation, a free election had been made impossible, and declared Neelley, the contestant, entitled to the office. In the 1916 election Neelley was again elected, this time by an unquestioned majority.

Then there is Judge Granby Hillyer, who was appointed

by the governor to try the cases growing out of the strike. It was Judge Hillyer who sentenced both Lawson and Zancanelli to life imprisonment, before he was barred by the supreme court from sitting in further strike cases, on account of prejudice. In the Zancanelli case Judge Hillyer's rulings were so biased and so prejudicial to the interests of the defense that the supreme court, in ordering a new trial, could not restrain itself from expressing amazement. The errors in these rulings were, according to the court, "so numerous, so obvious, and so fatal to the validity of the proceedings that unless they were written into the record as they are, under the seal of the trial court, we could not believe that such things had occurred in the trial of a cause in a court of record."

Judge Hillyer, too, has been relegated to private life, as the result of a regular election in the judicial district where he exercised temporary authority through the favor of a governor.

For such changes as these to occur in the space of three years seems little short of amazing. But they are wholly explicable. Colorado was ripe for change. The strike itself indicated that. After so prolonged and so determined a contest it was impossible that there should be a return to the status quo ante.

The strike, without doubt, had a profound influence on the people of southern Colorado. It aroused them to a new sort of thinking. They saw their elected officials violating their obligations to the people. What they did not see they heard and read about in the testimony before the congressional committee that investigated the strike, in the hearings of the Industrial Relations Commission, and above all in the scathing words of the supreme court of the state in the decision depriving Jeff Farr of the office of sheriff of Huerfano county. In describing the condition that existed in certain "closed" camps on election day, 1914, the court said:

There can be no free, open, and fair election as contemplated by the Constitution where private industrial corporations so throttle public epinion, deny the free exercise of choice by sovereign electors, dictate and courted all election officers, problish public discussion of public questions, and imperially command what citizens may and what citizens may not peacefully and for lawful purposes, enter upon election or public territory. (Neeley vs. Farr, Colorado Reports, 1916.)

It is reasonable to believe, also, that the same publicity which opened the eyes of the people to the political abuses for which the coal companies were responsible had a profound influence in the correcting of many abuses by the company.

Another factor, too, has wrought this change—the war. As business picked up after the temporary depression of 1914 there was and still is, as everyone knows, a great demand for



THE BERWIND-TABASCO Y. M. C. A. BUILDING-UNDER CON-

coal and a shortage of men. It has been a time for the extension of union influence all over the country, and Colorado has been no exception. In Colorado the explanation given for the capitulation of the arch enemy of the union, the Victor-American Fuel Company, is the growth of the union in the coal camps, the shortage of labor and the necessity of getting out coal.

All of these factors have doubtless been equally influential with the Colorado Fuel and Iron Company. But though the camps are open, the men free to organize and strangers come and go without interference, the Colorado Fuel and Iron Company so far has refused recognition of the union. Instad it has adopted a policy of actually competing with the unions for the benefit and interest of the men through the establishment of the famous Rockefeller Plan. No description of affairs in Colorado would be complete without some account of this interesting experiment.

#### The Rockefeller Plan

Witex John D. Rockefeller, Jr., visited Colorado in 1915 to outlined a scheme generally understood to have been devised by W. L. Mackenzie King for the adjustment of grievances and for the cooperation of the employes with the company in the improvement of working and living conditions. Officially this is known as the Industrial Representation, but unofficially as the Rockefeller Plan.

It provides for an annual meeting of the employes of each camp and in each department of the steel works at Pueblo, to elect one representative for every one hundred and fifty wage-earners. Soon after these annual elections meetings of all the representatives are held in each of the five mining districts and at the steel works, which are also attended by the president of the company or his representative, and other company officials. Subsequent meetings are held every four months. At the first district meeting, in addition to the discussion of "matters of mutual interest," there are selected four committees for the district, as follows: industrial cooperation and conciliation; safety and accident; sanitation, health and housing, and recreation and education. Each committee has six members, three of whom are chosen by the employes' representative and the other three by the president of the company or his representative,

In December of each year a general meeting is held which is attended by the employes' representatives in all of the districts and by the president and other officers of the company. At this meeting reports are made by the joint committees and "matters of common interest requiring collective perion" are considered.

The employes' representatives in each camp, chosen under the plan, are expected to take up with the superintendent or other camp official all grievances to which their attention is called by other employes. If justice cannot be secured, or a suisfactory adjustment made, the representative may send for the president's "personal representative," who is constantly moving about among the camps for the purpose of promoting harmonious relations. This is David Griffiths, a former state mining inspector and mine superintendent, a genial, conscientious and fait-minded OW delshman, who has had considerable success in restoring amicable relations when they have become strained.

If he fails, however, the employe or his representative may appeal to all the higher officers in turn up to the president, or they may refer the matter to the committee on cooperation and conciliation for final adjustment. If there is a deadlock in the committee the matter may be referred to the state industrial commission for final determination. Similar steps are followed for the adjustment of differences at the steel works.

This plan was proposed to the men at a convention including representatives from each camp in October, 1915. It was adopted, the action later being ratified by a vore of the miners taken in the camps. At the same time an agreement covering wages, hours and working conditions was entered into, to run until January, 1918. The eight-hour day, required by state law, was written into the contract; wages, according to the stipulation, were to remain the same unless wages were raised in competitive districts, when a proportional increase would be granted in the mines of the Colorado Fuel and Iron Company. Under this clause there have been several advances since the agreement was made.

It must be understood, first of all, that the development of the Rockefeller Plan and the growth of the union, side by side, present two mutually incompatible and therefore discordant elements. The union is an organization that owes its origin to the workers themselves. The Rockefeller Plan was devised by the employing interests and proffered without previous consultation or conference to the men. It was accepted by a convention of miners' representatives and company officials which had power to amend it. Nevertheless, the psychological basis for friction in a situation of this kind must be evident.

The union has consequently worked steadily against the plan from the beginning, and has done what it could to make it a failure. While the open, acknowledged presence of the union is in itself evidence of good faith on the part of the company in adhering to that part of the plan that guarantees the right of union membership, the presence of the union, with its organizers, has undoubtedly had a tendency to hamper the successful operation of the plan as a whole.

#### Infrequency of Grievances

IT is a noteworthy fact that the miners do not resort with utmost freedom to the grievance-adjusting machinery. Indeed, I should judge that the tendency is in the direction of less and less interest in the plan. All of the camp representatives with whom I talked told me that very few grievances were brought to their attention-evidence, to some, that there are no grievances. One of them had had only two complaints in three months. The frequency of appeal is in such marked contrast, however, to the customary reactions where there is a democratic plan in which the workers have full confidence, that one is inclined to question the basis for such optimism. At the firm of Hart Schaffner & Marx, for example, there is a board of grievances, created by agreement with a union. The board is in session nearly every day and often for all day, wrestling with all sorts of trade problems. Not all "grievances" are complaints, unless they remain unconsidered and unadjusted.

Under the influence of the union, also, the meetings called by President Welborn for the election of representatives have often had a very slim attendance. In one of the camps where a regular meeting was held, last winter, with coal company officers from Denver present, the union arranged a meeting for the same evening as a sort of counter-demonstration. A bare handful of miners attended the Rockeller Plan meeting while the union meeting, a short distance away, attracted a majority of the men in camp.

At the steel works there is no difficulty about getting a full vote because no meetings are ever held. On the day for electing representatives, the superintendent of each department takes a ballot-box into the mill and every man is expected to drop his ballot in as he goes to work. This insures a 100 per cent vote. It has worked so well, officials of the company tell me, that it is planned to abolish the usual orm of election at the mining camps and take the ballot-box to the mouth of the mine. In that way they would get every man as he went to work.

Among outside observers with whom I talked in Colorado the testimony was almost unanimous that the Rockefeller Plan is being adhered to and its terms are being scrupulously observed. This report came from men who have long been unfriendly to the Colorado Fuel and Iron Company, as well as from those whose words are to be discounted because of personal connection and obligation. But the only people who have personal knowledge of the plan and its workings are, of course, the miners in the camps. I visited a half-dozen camps and talked with the men who live and work there. I met them also in the city of Trinidad, which is in the heart

to me that such a classification was sufficient to account for several of the opinions.

Perhaps I can describe the situation best by telling of three different camp representatives whom I met in succession on the same day. The first was an Italian, I was told, but he spoke such excellent English and his stature was such-he was close to six feet tall-that I could not have guessed his nationality. He was taking a day off on account of a wedding and was wearing his best suit of clothes, in which, with his excellent physique, he made a fine appearance. He was riding about the camp in his own automobile when I met him and invited me to take a ride. The Rockefeller Plan is a great success, he told me. As representative he has very few complaints to handle, and their disposition gives him no trouble whatever. There is no reason why there should be many complaints anyway because conditions are just about right. In reply to my question, he said that a majority of the men in camp belong to the union, and he hears a good deal of talk



COMMITTEE ON SAFETY AND ACCIDENTS. MINNEQUA STEEL WORKS OF THE COLORADO FUEL AND IRON COMPANY

of the coal-mining regions of Las Animas county. Wherever I could I talked with the camp representatives, the men who are elected under the Rockefeller Plan to look after the interests of the company employes.

Most of the camp representatives spoke very highly of the plan—just a shade too enthusiastically, with too little discrimination. This must be a very phenomenon of a plan, I thought, if it works with such absolute smoothness. I have had some experience in talking with workingmen, and I have learned to be somewhat suspicious of men who are absolutely satisfied, because in general I have found but two classes of workmen who say they are, men who want to curry favor with the higher-ups in the hope of special rewards—"company men" their fellows call them—and men who are afraid, for one reason or another, to express their true feelings. I do not mean to imply that all of the camp representatives belong to one or the other of these two classes, but it was clear

about a strike. He is not a member but he attends union meetings occasionally as a "spotter" for the pit boss. I asked him how they happened to let him in. "Well, I'm pretty well known here," he replied, "and they are very anxious to get me as a member, so they treat me pretty well." He had worked for the company seventeen years, he said, and had remained at work through both of the last big strikes, those of 1903-4 and 1913-14.

The next representative I met was clearly Italian. I went up to his house just after the men had come out of the mine and found him preparing to wash from his face the absolutely complete disguise that he had acquired that day in the mine. He gazed at me with a suspicious air that was heightened into an expression almost menacing, due to his coal-dust adornments, as I tried to explain that I wanted to know what it meant to be a camp representative. He could not understand me for a while, but when at last he did innderstand he be-

came volubly excited. Absolutely incomprehensible at first was the torrent of broken English that he flung at me, but finally a few words, constantly recurring, began to stand out: "I not talk about company, I not talk about men, I not talk about men, in I not talk about men, and I not talk about men, I not talk about men, and I not talk men that fear before. I could understand, and told him so. When I had made that clear to him his relief was unmistakable. Suspicion gave way to the most cheerful hospitality and we tried with ill success to talk for a few minutes longer of other matters. As I left he called out, "You see Jim Smith, he talk."

Smith, which was not his name, was another camp representative, who lived not far away. I had intended going to see him, because I had been told that he was a member of the union, and I was especially curious to get criticism from a union member who was also a part of the machinery of the plan. I had met Smith before that day as I went about the camp, but he would not talk to me then. He suggested that I go down to his house later in the afternoon.

When I called, he seemed disinclined to talk freely. He told me briefly that the plan works well. He said, just as did every other camp representative, that the complaints are very few and easy to adjust. He said that conditions in the camp had greatly improved since the adoption of the Rockefeller Plan, mentioning especially the fact that it is now an open instead of a closed camp. But when I asked him about the union he denied being a member, and became increasingly uncommunicative until I left.

#### Attitude of the Union

It was not until I managed to get in touch with some union men in Trinidad that I could get a miner to talk with me freely about affairs under the present régime. I found them, as I expected, very hostile to the Rockfeller Plan. They assured me that there was discrimination against union men and named several union members, including some officers in one of the locals who had been discharged. They felt certain that this was on account of their union activities. They told me that a joint letter had been written by the officers of eight of the locals to President Welborn and a similar one to John D. Rockefeller, Jr., asking for a conference to make a wage scale. Neither had answered the letter and the minonists were apparently quite indignant that their request had been ignored. President Welborn later told me that no such letter had ever reached him.

Another matter that had aroused their resentment concerned the raising of money for the Red Cross. A campaign was carried on last June under the auspices of the company to get the men to give one day's pay. The company agreed to duplicate the sum thus raised, dollar for dollar. The response from the men was fine-nearly 100 per cent. At Sopris, a Colorado Fuel and Iron Company camp, the local union members decided to do better. They voted to donate 1 per cent of their wages regularly to the Red Cross throughout the duration of the war. They asked the company to check off this amount in the office and turn the money over to the secretary of the union to send to the Red Cross. The company refused, pointing out that the request was signed only by the officers of the union, whereas no money could be taken out of any man's pay unless the man himself signed an order authorizing it. They declared further that it is illegal for a man to assign his pay for more than one month at a time and recommended that the men adhere to the plan of one day's pay.

As a result, the union members told me, of accumulated grievances, it was decided to call a strike on the first of last August, if the company did not show a disposition to remedy the situation. The strike threat actually came about in this way: James F. Moran, acting president of District No. 15, United Mine Workers of America, had called a "peace conference," in Denver on June 13, to promote coal production during the war. He invited 150 operators to meet with representatives of the miners in the district "to discuss ways and means of best maintaining industrial peace and promoting mutual confidence between employer and employe while our country is engaged in this great struggle." His letter stated that wage scales would not be discussed. Only twelve operators came to the meeting and none of them represented large properties. President Welborn wrote a letter expressing sympathy with the purposes of the meeting, but stating that they were being accomplished in his company by means of the Rockefeller Plan. Neither he nor any other officer of the Colorado Fuel and Iron Company attended the meeting. The delegates appeared to be very angry over Mr. Welborn's failure to attend, and the next day after the peace conference they met as a union convention and authorized President Moran to call a strike against the Colorado Fuel and Iron Company.

The strike, however, did not occur on August 1 as scheduled, and up to the time of going to press there has been no coal strike in Colorado. The strike talk, nevertheless, gave me some opportunity to test the question of grievances. While the matter was pending I went to Acting President Moran and asked him for a list of the grievances to which he had referred in an open letter to the state industrial commission. giving notice that the strike was to be called August 1. To my great surprise, Mr. Moran had at that time only two grievances on his list, both involving discharges. It later developed that he was mistaken about one of these-the man was still at work. The other man had attended the Denver peace conference, where the strike resolution was adopted, and was discharged on his return to the mine. I was unable to make a personal investigation of this case, so I merely give the union statement and the company reply. The company officials declare that they had not known where the man was-merely that he was absent. He was an inexperienced miner, they said, and when he returned no other miner would work with him. Having thus no "buddy," there was no alternative for him but to quit.

### A State of Mind

INDERD, most of the grievances do not appear to be the most serious in the world. Some of the union officers who were discharged had been guilty, I found, of some grave infractions of the safety rules. Why they of all men, the officers of the union, would set a bad example of that sort I do not know, unless—a perfectly natural thing—they feel rather cocky in their new-found liberty and are inclined to feel that they are immune from the operation of rules.

On the other hand, there is no question but that the company and many of its lesser officials are looking upon the union with anything but friendliness. In one of the camps I had a talk with a mine clerk who dilated on the merits of the Rockefeller Plan. All troubles were settled without difficulty, he said. Of course, there weren't as many grievances brought up now as formerly. At first he union was very active in that direction. They used to send in a lot, but they soon found "the complaints wouldn't be considered." "We let 'em know," he said, "that we were running this business." This attitude is, I believe, contrary to company policy. I cite the incident only to show the feeling that trops out, here and there, because it has an important bearing on the success of the balan.

The refusal of the offer of the union to donate money to the Red Cross on a different basis from that proposed by the company seems to be dictated by a rather grudging spirit. The reasons given seem inadequate. Of course, it is reasonable for the company to ask every man to sign an order before they check off anything from his pay, but there was nothing in the proposal from the union officials to indicate that they were not ready to do that. So far as the difficulty of it is concerned—the necessity of signing an order every month—the company finds no such obstacle when they check off a dollar a month for hospital dues. The authorization, when the man is hired, is sufficient for that. The matter is not of utmost importance, but it seems to me to show a certain hospital cultivative desired the union—a desire not to let it have its way.

The situation is one that justifies the expectation of friction. It would be too much to expect, after all the repression of the years that are gone and after all the bitterness engendered by the strike, that any plan would work without intriction. Here are foremen and company officials who have for many years represented a company that fought every manifestation of democracy. Can it be expected that they will at once give their hearty and generous support to a scheme that allows representatives to speak for the men and permits a union to grow? Here, on the other hand, are men who dare, for the first time in their lives, some of them, openly to belong to a union. Is it not to be expected that they will magnify small grievances and perhaps be somewhat over-sensitive of fancied aggressions?

The real crux of the dissatisfaction, however, seems to be the refusal of the Colorado Fuel and Iron Company to recognize the union. So far as the threatened strike was concerned, the importance of the grievances was a small factor. They served to get a conference with officers of the company and there the demand for recognition was made and refused.

The fact that no strike took place indicates rather clearly that the grievances are not, in themselves, considered a sufficient ground for a strike. But the demand for union recognition will be made again. As the union grows stronger the demand will become more insistent. It can hardly be otherwise, for neither the Rockefeller Plan nor any plan like it can be permanently satisfactory to the men. That is my firm conviction despite the wonderful improvement that has taken place in Colorado in three years' time, and despite the fact that the plane, with its many broad features and its radical break with the past, apparently is being administered in honesty and good faith. No system devised and wholly controlled by the employing interests, as this one is, can either



A PRIZE BACK YARD AT THE WALSEN CAMP



PLAYGROUND AND SCHOOL BUILDING AT IDEAL, COLO.

command the confidence of the worker or be counted on to administer justice.

In the first place, there is no adjudication of disputes under the plan except after a range of appeals that would tax the courage of the most independent worker. The camp representatives, who are elected by the men, have no power whatever in adjusting complaints. They are attorneys, rather, for any miner who wishes to make an appeal to the superintendent. The complainant may appeal, after the superintendent has made his decision, to some higher official, and after that to the committee on cooperation and conciliation, where he may present his case before a board composed of equal numbers of company officials and miners. The latter have no protection, if they vote against the company's views, other than the company itself. They are not independent jurors, immune from reprisal. They would be sure to consider the matter very carefully before taking a stand in opposition to their employers. The union representatives on the grievance board under the Hart, Schaffner & Marx agreement are in a very different position. They are employes of the union. They do not draw their pay from the company whom it may be their duty to oppose, and they are in no danger of discharge if they stand firmly against it.

If the miner with a grievance prefers he may appeal from the decision of the superintendent to the president's industrial representative and he may then appeal, if he wishes, to "the division manager, assistant manager or manager, general manager or the president of the company in consecutive order." Or after the superintendent, some higher official and the committee on conciliation and cooperation have in turn passed on his case he may appeal to the industrial commission of the state. It isn't easy to conceive of the miner who would go hrough all that system of appeals. If he went through it and won, how happy his position would be back on the job in the mine under the whole hierarchy of officials over whose heads he had appealed, from pit boss to general manager! So far only one case has been appealed to the industrial commission.

In addition to the undemocratic origin of the plan, it is, a might be expected, undemocratic in its most essential provisions all the way through. The plan is the company's. Not a single act is done under it, not even the election of representatives in the camps, except under the direction of the president of the company. The only meeting at which company officials are not present are the meetings in each camp for the election of representatives, and they are called by President Welborn. These are the meetings spoken of above, that have never been held at the steel works and are to be done away with at the mines. The company is to place the ballot-boxes where the men can drop in ballots on the way to work.

Over all other meetings, district meetings, annual joint meetings, etc., the plan provides that Mr. Welborn shall preside. There is no opportunity for the men to call their own meetings and take action independently of the company. The pian, it is true, assures to the men in each camp the right to hold such meetings as they desire. This is a wonderful advance over three years ago, but obviously it is not enough. The miners, if they are to deal effectively with their employer, must have opportunity to take council together. They must be free to call meetings, not in one camp alone, but of delegates from two camps, a half-dozen camps, or from all of them whenever they feel that such action is necessary. They must be free to consider their needs together, as employes of the Colorado Fuel and Iron Company, not as neighbors in a single camp, and they must have opportunity to do that in an atmosphere entirely removed from the slightest suspicion of company interference or company dominance.

Under the Rockefeller Plan as it exists at present there is no provision for such meetings. So long as that is true it is certain that the movement to change the plan or supersede it altogether will not abate.

While the grievance adjustment part of the Rockefeller Plan is the most significant feature, other activities carried on by the three principal committees in addition to the committee on conciliation and cooperation, must not be overlooked or under-estimated. Indeed, enormous advance has been made for the welfare of employes since the plan was instituted.

The committees on safety and accidents make suggestions of methods to safeguard life and limb, bringing to a higher efficiency the work that has been carried on so effectively in the mines by the Colorado Fuel and Iron Company for a number of years. The committee on sanitation and housing in each district makes regular trips of inspection to all the properties, on that the physical condition of the camps, always good, is kept up to standard—even improved by the building of near fences and the offering of prizes for lawns, vegetable and flower gardens. In the field of recreation a committee has charge of an annual picnic and field day and encourages such recreational activities as the organization of baseball teams. In some of the camps where interest is keen the company has built a frence around the ball park and put up a grandstand.

#### No Opportunities for Child Labor

THE educational problem in the mining camps is an unusual one. There is less reason for children leaving school at an early age than in most communities because there are no child-labor industries appealing to the cupidity of parents or the scal of youth. The only industry is mining. Boys are not permitted, under the law, to work in mines until they are six-ten years old. For the girls there is no occupation but housekeeping. Yet until last year the schools in most of the camps lad gone no further than the eighth grade.

The company has encouraged the school boards to extend the schools by adding two years of high school work. This year, by an arrangement with the school board of the city of Trinidad, the superintendent of the Trinidad schools will extend his supervision over the schools in the surrounding coal

camps. In addition, the work of the teachers in the camps has been greatly stimulated by conferences held in Trinidad during the past two years under the direction of the state superintendent of schools, and financed by the company.

Although not officially a part of the Rockefeller Plan, he work of the Young Men's Christian Association is coming to be so important a factor in the camps that a reference to it should be made. As in all of its industrial work, the association has an agreement with the company that a building is to be furnished, rent free. In addition, the company makes a contribution to the association in each of the sixteen camps where it is located which is about equivalent to the salary of the secretary. The secretary is directly responsible, however, to the state committee of the Y, M, C, A, and receives his salary from them.

Membership in the Y. M. C. A. in these camps coats fifty cents a month, but in all of them the secretary keeps open liouse for the camp, regardless of age, membership or sex. In some places the association is housed in the old saloon building, which was the hang-out for the camp before the state went dry. In others the company has built large, well-quipped buildings. The one at the Berwind-Tabasco camps, for example, cost \$15,000, and is admirably adapted to the purposes of a clubbouse.

#### The Y. M. C. A. Women Secretaries

AN INTERESTING extension of the work of the Young Men's Christian Association is the employment in some of the larger camps of women secretaries known as "social workers," who devote their time to the women and girls of the camp. They organize the Camp-Fire Girls and their junior auxiliary, the Blue Birds. They take the girls picnicking or on hikes, they teach classes of older women in dieretics and in household economy. In general they act as guide, philosopher and friend to the women of the camp. These omnipresent ladies work under the direction of the Y. M. C. A., but receive their salaries directly from the company.

Neither is the medical work an essential part of the Rocketeller Plan, but it should be included here as an important part of company policy. Every employe pays one dollar a month and is entitled to medical service for himself and all ordinary service for his family. There is a doctor in every camp and at the head of the service is the hospital at Pueblo. under the superintendence of Dr. R. W. Corwin. A recent development is the employment of a dentist and an oculist to examine the teeth and eyes of all the school children in the camps. There is a visiting nurse at Primero and at one of the other camps. One thing that every camp needs badly is an emergency hospital to take temporary care of badly injured men before they can be moved to Pueblo. At the iron mines in Sunrise, Wyo., and at Primero, in the coal fields, two such emergency hospitals have recently been built and equipped as the personal gift of John D. Rockefeller, Jr. Plans are under way for the erection of similar hospitals in all the camps, This is the latest chapter in the story of Rockefeller and Colorado. It's a better and more hopeful chapter than the others, but it isn't the end of the book. What the next chapter will be like or how long it may take to write it one can

do no more than conjecture; but of this we may be sure-it

will tell a story of democracy re-enforced and growing in



#### NO PLACE IN GREAT BRIT-AIN FOR IDLERS

SIX-HOUR day and everybody at work is the prediction for England's industrial future recently made by Lord Leverhulme, the head of the famous Lever Brothers soap works at Port Sunlight, England, where several thousand workers are employed. According to the New York Tribune. Lord Leverhulme, who is also this year president of the Welsh National Eisteddfod, declared in a recent interview that the tremendous burden of the national debt can be borne, after the war, only if everyone is a worker and if the strength of the whole nation is conserved by taking advantage of what has been learned about fatigue.

The logical consequence of the new understanding that it doesn't pay to overwork people, Lord Leverhulme declared, was to work the machinery longer, and men and women fewer hours. "By means of six hours' shifts for men and women," he said, "we must work our machinery twelve, eighteen or twenty-four hours a day."

The effect of this arrangement would be not only to stimulate output, but greatly to aid in the improvement of the condition of the people by giving opportunity for education. So long as education is impossible, as it is under present work schedules, and so long as housing conditions are poor, "how can we wonder at what is called 'labor unrest'?"

Not only can we produce, Lord Lever-hulme went on, when all ranks and all classes of both sexes are workers for six hours each day for six days cach week, all the ships, machinery, factories, homes and goods we require. but the homes can be built in beautiful, garden suburbs; we can provide adequately for education, mental and physical, and military training for national defense.

In addition, all being workers, our burden of taxation will—being then wisely laid on wealth produced—be borne by all without impoverishment or oppression on any. There must be no idle overfed and underworked men or women or no overworked underfed men or women.

It has been estimated, the speaker declared, that only half of the population of the United Kingdom are producers of wealth. If the war is to be won and "our position" maintained afterward,

then it will require that all able-bodied men and women, from school age to dottage, of all ranks and stations, shall be workers for six hours each day for six days each

There will be no place in the whole British Empire for the idle rich or the idle poor. We cannot consent as a nation to there being any loafers, nor can the British Empire become a loafer's paradise if it is to continue to exist.

# THE MEN WHO LEAD THE CAMPS IN SONG

N his article on another page of this issue, Joseph Lee places music among the first things that keep soldiers well and gives instances of the value of mass and gives instances of the value of mass singing for the morale of the young recruits under training. The selection of men with the ability and right spirit for leadership in song at the camps was and remains a delicate task for the Commission on Training Camp Activities.

They have to be men who can fraternize, with whom good fellowship is instinctive, who have good voices and know
how to use them, men who can "stand
the gaff" of raillery—for the army and
navy song leaders have a very different
task from that of the choral society director. Usually they have to get along
without supplementary music, often they
have nothing more than a lumber pile
to serve as a conductor's stand—until
the carpenter needs the lumber and takes
it away. They must manage with little
time for practice, sometimes without
much light and without song books.

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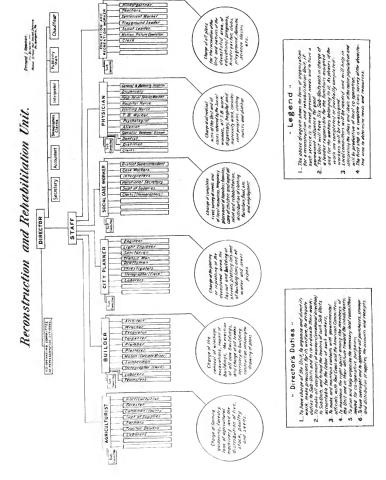
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25, 1909, at the post office at New York,
N. Y., under the Act of March 3, 1879.

If enough men did not exist to fill the new job, its splendid opportunity has created them. Thus Geoffrey O'Hara the young composer, in a few months accomplished remarkable results in the big mobilization camp at Fort Oglethorpe, Ga. Kenneth Clark, music critic and composer of many of the Princeton University songs, did the same at Allentown. Robert Lloyd, at Fort Niagara, added a voice-training course for officers to his work. Stanley Hawkins taught the officers at Madison Barracks, N. Y.

During the summer, a National Committee on Army and Navy Camp Music has been created upon which serve W. Kirkpatrick Brice, treasurer of the New York Community Chorus; Max Morgenthau, Jr., of New York; John Alden Carpenter, the Chicago composer; Mrs. George Barrelle, of Buffalo, and Lee F. Hanmer, of the Russell Sage Foundation. Frances F. Brundage, supervisor of the Chicago Civic Music Association. was secured as executive secretary. This committee, with the help of Harry Barnhart, leader of the New York Community Chorus, is conducting this fall a short training course for leaders in New York.

In the meantime, other men of the highest standing have come forward to aid in this great effort: John Archer, who has organized large choruses in Providence, Pittsfield and North Adams, Mass., Holmes Cowper, dean of music at Drake University, Des Moines, Iowa; H. W. B. Barnes, formerly head of the San Antonio, Tex., School of Music; David Griffin, concert baritone of Philadelphia; Albert Hoxie, leader of the Philadelphia Community Chorus; Herbert Gould, of the Chicago Civic Music Association, and others whom space does not permit us to name.

The compilation of a new army and nassy song book is another task which the committee has set itself. The first edition of a million copies is to be ready this month. It will contain the best of patriotic and folk songs, old hymns, and some new songs. Among these will be songs which have already made a wide



appeal to American soldiers, including the most popular marching songs of their British brothers in arms. The stately Hymn of Free Russia and Farwell's March, March will be found beside popular favorites with a sectional appeal—songs of the Dixie type.

Incidentally, this great undertaking will strengthen national unity even outside the ranks of army and navy and beyond "the duration of the war." people of this country will, for the first time, be provided with the means of common self-expression by being taught the same songs. Already a second edition of the army and navy song book is in preparation, with mandolin and guitar arrangements for glee clubs, and a third edition, with the customary piano accompaniments, for general sale, last-named edition will be largely used in the community choruses of the country so that "the men who return will find that the folks back home have been keeping step with them in song."

#### A PLAN FOR REBUILDING EUROPE

THE chart of a proposed American reconstruction and rehabilitation unit for service in Europe, reproduced on the opposite page, was designed by Bernard J. Newman, director of the Pennsylvania School for Social Service, as a result of the many calls that came to him to give advice and direction to those who were eager to help the people of the devastated sections of Europe.

It takes but a glance along the row of titles from agriculturis to education and recreation worker to get Mr. Newman's point of view; restored houses, and reclaimed fields, of course, but not merely restored to the old order. The city planner and the tractor drivers suggest the introduction of new and improved ways of building cities and doing the world's drudgery. And the three boxes to the right of the city planner completely reveal Mr. Newman's ulterior motive—not only better houses and better fields, but better boys and girls, finer une and women.

He would have Americans take vocational training and guidance, better tetch, better food, less disease, more education and play, a richer life to these people who have endured so much. In short, if we intend to give, let it be the best that we have, something lasting, something vital, something human and spiritual to go along with the bricks and mortar.

The division of the reconstruction work into definite assignments to corps of specialists, is a point that those in charge of equipping such units will also find stimulating. In fact, this little plan would seem to be a challenge to those who would undertake this work in a less comprehensive or less systematic way.

## THE SALVATION ARMY AT

OVER \$900,000 had been spent by the Salvation Army in France and Great Britain on the construction and maintenance of more than 200 rest rooms, 183 hutments, 70 hostels and 35 ambulances before this country entered the war. At the beginning of August, the first American contingent of Salvationists, consisting of twenty officers, sailed to begin work among the American soldiers in France. They will be

commanded by Maj. G. Anderson.

Army huts and rest rooms have also been opened and are being opened at many of the cantonments in this country where the new draft army is undergoing training. It is intended, further, so far as funds permit, to open Salvation Army rest rooms in every city near a camp site or where soldiers in large numbers are quartered in armories. The movement has the cordial approval of Secretary of War Newton D. Baker and is in heartiest cooperation both with the Red Cross and with the Y. M. C. A.

"While there may be points of similarity," one of the national officers writes to the Survey, "our work is no more a duplication of the Y. M. C. A. work than theirs is of ours. We work largely with similar tools, but with the emphasis ever placed upon salvation."

"They go," said Commander Evangeline Booth when appointing the Salvation Army "selective draft" for service in Europe, "to comfort and encourage in every way possible—with rest rooms, refreshment bars, recreation arrangements; with song, with music, with despatching and securing messages to and from the boys' homes; with the Bible, with affection, with advice, with teaching, with prayer and with a glad spirit."

That the Salvation Army in these various endeavors is making a distinctive contribution to social service is illustrated by many telling passages in the personal accounts of two of its officers who have given their experience in book form. They bring a message of love to men surrounded by evidences of hatred and a message of forgiveness to men tortured by the feeling of guilt for shedding the blood of fellow men.

"The more I talk to the men," says Adjutant Mary Booth (With the B. E. F. in France, Salvasion Army, London, 1916), "the France, Salvasion Army, London, 1916," the natural for a man to want to kill another man. I am more than ever sure that the religious instinct which has been dormant in many a man's soul is often suddenly awakened when he is face to face with hard-ship, suffering and death.

". I have often entered a hospital ward wishing I were a doctor or a nurse and could heal some of the broken bodies of our brawe men; but I left this one thanking God that I was a Salvationist, if only to help that one poor wounded man, who felt his load of sin too heavy to bear, and to help him to find peace."

"In a word," writes Arthur E. Copping, who attempts to define the menial affinity between soldier and Salvationist (Souls in Khaki, Hodder & Stoughton, New York, Khaki, Hodder & Stoughton, New York, and the state of the state

with mate of the conclusion, after talking with mate of the conclusion, after talking with mate of the conclusion of the conclusion with mate of the conclusion of the conclus

#### RED CROSS PLANS FOR THE REFUGEES

THE American Red Cross announces the appointment of Edward T. Devine to the position of chief of the Bureau of Refugees and Home Relief under the American Red Cross Commission in France. Maj. Grayson M. P. Murphy, head of the commission, cables from Paris:

In the various departments outside the Seine there are some \$50,000 refugees embracing all classes and ages except ablebodied men. Although employment at good wages is general, these refugees are nevertheless in a unfortunate condition because the complete the condition because the complete of the condition because the condition of the conditio

The Red Cross hopes to aid the authorities to tesses this congestion by supplying furror those move into better quarters, by competing buildings already partly constructed, and even by furrishing portable houses of cheap construction, when necessary, as a temporary makeshift.

It is proposed to establish, in connection with the French authorities, health center from which useful work can be done in such a way as fully to conserve the self-respect and independence of those who accept it. There are many voluntary agencies, as well as public relief authorities, through whom the Red Cross can give assistance.

Dr. Devine's immediate task will be to coordinate those agencies and arrange for constructive relief for those victims of the war who cannot yet be returned to their own homes. Later it is hoped that there will be abundant opportunity for them to be reestablished in the busy and fruitful regions in which they lived before the war.

# THE CHILDREN'S BUREAU ON DEFECTIVES

"PROTECT the defective children, proper care, and you will lessen the burden of dependency and delinquency." This is the gist of the advice contained in a new report on mental defectives issued by the federal Children's Bureau. The report is based on a study of the social conditions of 212 mental defectives in New Castle county, Delaware. A total of 175, or more than four-fifths of these, were in need of public supervision or institutional care because of bad home conditions, physical helplesness, or pronounced anti-social tendencies, and only 12 of them were provided for in an institution adapted to their care. Twenty-six of the defective children were in industrial schools for de-linquent children, and of these the report says:

Institutions for the care of delinquent childran are greatly handicapped by the presence of defectives, since they require special attention and exert a bad influence over the normal children. After a short period of residence these defectives are returned to the community without sufficient supervision.

Other defective children with delinquency records were at large in the community; in all, 98 of the 212 defectives studied were delinquent or immoral or difficult to control.

The report suggests that while any program for the care of mental defectives must have as its central feature suitable institutional provision offering training or custodial care according to the needs of the individual, other activities are equally essential. It is pointed out, for example, that institutional care is not necessary for all mentally defective children, for, contrary to the popular impression, it is found that there are certain types who can safely remain at home provided they have the attention and study which they deserve. However, special provision should be made for their safety, care, and education, and out-patient work of an institution for the feebleminded, in cooperation with schools, social agencies, and families, is referred to as a new and important method of providing in the most humane possible way for such children.

The possibilities of industrial training by which certain types of defectives may gradually become in part self-supporting and the importance of providing facilities for mental examination and diagnosis of doubtful cases are also brought

#### TUBERCULOSIS IN CAMPS AND HOMES

HAT America's entry into the war may result in the reporting of more than 3,000 cases of tuberculosis in this country annually while war lasts is the possibility discussed by Louis I. Dublin, of the Metropolitan Life Insurance Company, in a paper read this week before the North Atlantic Conference of the National Association for the Study and Prevention of Tuberculosis-the first of four regional conferences. Proof that the anti-tuberculosis movement had made itself felt definitely through its campaigns of the past quarter-century was to be found, Dr. Dublin said, in the lowered death-rate from this disease:

In the short period since 1900 the tuberculosis death-rate has declined over 25 per cent, which is considerably more than the decline in the death-rate from all causes. . . In some states the death-rate is as low as in any part of the civilized world. Kansas, for example, had in 1915 a rate of 47.9 per 100,000, while in Utah, the rate was only 26.1.

Such is the situation as this country enters the war. But European experience shows how vital is the relation between tuberculosis and war as at present carried on. Dr. Biggs believed [the SURVEY for May 5, 1917] 500,000 cases a conservative estimate for France; a recent report of an increase of 50 per cent in certain German cities has been received; figures of the registrar-general of England for 1915 show more than 16 per cent increase over those of 1914; Holland's rate is said to have advanced from 154 in 1915 to 180 per 100,000 in

1917; and, nearer home, Ontario also reports increase.

Such facts, says Dr. Dublin, make it clear that the conditions of modern war bring about higher tuberculosis rates, not only for the man in the ranks, but also for the civilian population.

What all this means specifically for this country, Dr. Dublin thinks may be foreseen by noting certain changes resulting from participation of large numbers of men in the war; then changes which may be expected in the civil population. First, for instance, the medical examination of drafted men will disclose a large number of cases, unsuspected or hitherto concealed. How many cases will be thus discovered may perhaps be estimated from recent studies of conditions in the industrial field, which showed that from 1 to 3 per cent of the persons examined were tuberculous.

Then, published death-rates are significant, even though the registration of tuberculosis as cause is still incomplete, and many cases of the disease die from other causes—accidents, pneumonia, etc. Within the registration area, the tuberculosis rate for males between the ages of 20 and 30—practically the draft age is 200 per 100,000. Since from 5 to 10 active cases may be estimated for every death, the total of 1,000 to 2,000 per 100,000 is reached. This proportion agrees strikingly with the findings of the industrial investigations just referred to.

If, therefore, says Dr. Dublin, we use the figure 2 per cent as the measure of active tuberculous's cases in the population at the draft ages, we certainly shall not be guilty of over-statement. On this basis there will be found in round numbers, 200,000 cases of the found in round numbers, 200,000 cases of subject to the draft examinations, that is at the single age period 21 to 31, and for men only. We know that there are many who on the basis of their long experience of tuber-culouis work will insist that there are two or three times as many true exaces, but it will ment that follows on the very moderate figure of 2 per cent.

Full confirmation of this estimate depends, of course, upon the final reports of all medical examinations-figures which are not yet available. But Dr. Dublin quotes the findings of several individual exemption boards: In one of the best residential districts of Chicago. 98 men out of 1,525 were rejected because of tuberculosis-a ratio of 6.4. These rejections were made only after four thorough examinations. In some counties of North Carolina the rejections numbered 5 per cent; the yet higher rate from Illinois requires further confirmation; California has already referred 1,054 men to specialists for further examination. Even more striking is one report from New York, where X-ray examinations of men enlisted in one of the National Guard regiments (and therefore not new recruits, but men whose physical condition had already



been certified) showed 3.6 per cent sufficiently tuberculous to disqualify them for military service, and 3.2 per cent requiring further examination to determine the actual extent of the lesions—total, 6.8 per cent.

From this, it may be concluded that only a small proportion of cases are known to the state boards of health, at the present time; a larger number are known to the medical profession and to patients themselves, but probably not more than one-quarter of this number are receiving proper medical attention.

The first effect of the war will be to increase enormously the number of known cases of tuberculosis—but this, Dr. Dublin holds, must not be taken to mean an increase of the amount of the disease. And it may well be that as a result of such findings, many state and local authorities will decide to extend the examination for tuberculosis among other age periods and among women, in order to discover the extent to which this menace prevails among the population at large

But Dr. Dublin's argument is not limited to war times. A certain amount of tuberculosis exists in every army. The rate in the United States army for the year 1915 was 3.5. It is found that a soldier rarely becomes infected while on active duty; the majority of cases develop during the first year or during the period of training; hence probably these cases were suffering from either latent or arrested lesions before they entered the army. If the 1915 rate continues, the discovery of 3,500 new cases may be expected yearly, as new men come into service.

Everything will depend, of course, upon the degree to which the military authorities will make known to the state departments of health the cases of tuberculosis which they discover through the draft examination. . . . The first effect of the war upon tuberculosis

The first effect of the war upon tuberculous may then be considered as a distinct gain to the anti-tuberculous movement. . . The figures for many years will not look so well as before the war, but the increase in the number of cases will be indicative of progress rather than of retrogression and will serve as the first step in a radical and constructive movement for the control of the disease.

It is undoubtedly true, Dr. Dublin recognizes, that, as compensation, the period of training will for many individuals be a distinct improvement over their previous habits of living. Life in the open, systematized work and exercise, wholesome and sufficient food, sanitary conditions and military discipline should prove of much benefit.

As to the civilian population, it is true that in England, despite the long campaign to control the disease, tuberculosis has increased during the period of the war. That this increase is largely among males may be because the strongest men have been called to service. The statistics of women doubtles represent more



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accurately the true conditions. The increase, which is apparent at all ages over 10, is probably traceable to their employment in industries, the speeding up of work connected with the war, coupled with a general lowering of economic conditions, especially the reduced food supply and the deterioration in civil medical service.

The program for these new conditions must include, Dr. Dublin believes, each of the factors mentioned: the physical, with results of the draft boards' examinations as a starting-point; the economic, lest straitened conditions spread the disease through the civil population:

In conclusion, he says, we would urge that our first duty if we would profit by the experience of European countries, is to exclude the tuberculous from our armies at the very beginning and to provide medical treatment on a large scale for the huge number of men who will for the first time become aware of their impaired condition; and, second, to provide the means for a searching inquiry provide the means for a searching inquiry cannot be seen to be a searching inquiry cannot be seen to be

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#### BABIES IN WAR-TIME AND AFTER

PARTLY as a war-time emergency measure, the Massachusetts State Department of Health is launching an enterprise to care for every child in the state who needs care. This task of conservation will be accomplished by the cooperation with the department of many nursing agencies, the Women's Committee of the State Council of Defense and the Red Cross. In outline, here is the plan of work:

In each of the eight health districts into which the state is divided by the Department of Health, a special public health nurse will be placed, a woman who has had training and successful experience in child welfare. After conference with the district health officer. this nurse will go to each city or town in her district and make what is practically a survey of conditions, ascertaining from the local health officer, from nursing organizations and any other child-welfare agencies just what is now being done there, what needs are still unmet.

The questionnaire used in this preliminary looking over the ground follows closely that published by the federal Children's Bureau. It shows the provision or otherwise of pre-natal service. obstetrical care, and "well-baby" as well as "sick-baby" clinics, and asks for the local worker's opinion as to what is the most urgent need of the babies in her immediate bailiwick.

It is planned that following this gathering of facts shall be abundant publicity to acquaint people with the various agencies nearby and how these may be of service to them. The first of these surveys was made in Boston. The need was not the same in every one of the twenty-six wards; in one place, sick-baby clinics were considered advisable; and in others, well-baby clinics. The need of pre-natal work was evident everywhere.

The interest in this plan already shown would indicate that localities will, when possible, undertake whatever is necessary or desirable for their children's welfare. That the community itself meets the responsibility, its local agencies working together, with any needed assistance and advice from the State Health Department, at once establishes the work upon a permanent basis, making it much more than a war measure, and also insures that specific needs of the individual community will be known and met.

At headquarters the committee in charge, appointed by Dr. Allan J. Mc-Laughlin, state commissioner of health, consists of Dr. David L. Edsall, Dr. William J. Gallivan, and Dr. Lyman Asa Jones. Advisory members are Dr. R. L. DeNormandie, Dr. Walter Fernald and Dr. William Healy, who will advise on matters of delinquency and

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mental defect; Dr. Richard M. Smith, Dr. Fritz Talbot; Mary Beard, representing public health nursing, and Mrs. William Lothrop, of the Red Cross.

#### INDUSTRIAL UNREST TO BE STUDIED AGAIN

HE Mooney case witness who wrote The Mooney case with a state ould to a man in Illinois that he could make all his expenses and "\$100 in the clear" if he would come to San Francisco and "say you seen me on July 22"
-F. C. Oxman-was last week acquitted of the charge of subornation of periury. Immediately after his release he was rearrested on a warrant charging him with perjury, sworn to by Belle Hammerburg, a sister of Mrs. Mooney. This charge will bring again into court the testimony that convicted Mooney [the SURVEY for July 7].

Oxman swore that Mr. and Mrs. Mooney, Weinberg, who is charged with complicity in the crime, and another man drove down Market street in the face of the oncoming Preparedness Parade and openly placed a suitcase containing a bomb at the corner of Steuart street. To do this they must have driven nearly a mile on a street from which all traffic in either direction had been barred by police order, and on which a policeman

was stationed every 100 feet.

Interest in the San Francisco bomb

case has been re-awakened in the East by two events of the last few days. Last Monday Governor Whitman of New York granted a hearing to a delegation of trade unionists who protested against the extradition to San Francisco of Alexander Berkman, who has recently been indicted on a charge of complicity in the crime. It was pointed out to the governor that Berkman lived in San Francisco for months after the bomb explosion and that his office and personal effects were searched more than once by the police, yet he was allowed to leave San Francisco without interference. Now, more than a year after the crime, he is indicted and an attempt is made to bring him back in a spectacular manner, the governor was told, in order to lend color in the public mind to the idea that the bomb explosion was an anarchist plot. Governor Whitman reserved decision until he could have opportunity to examine the minutes of the grand jury that brought the indictment against Berkman.

The other event that is of interest in this connection is the departure for the West of the commission recently appointed by the President, with Secretary Wilson as chairman, to investigate industrial unrest. It became known that the commission will make a thorough investigation of the bomb trials in San Francisco. President Wilson is said to have taken a strong personal interest in the matter and to be anxious to have all the

[Continued on page 30]

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[Continued from page 28]
facts brought out. The commission is
to make its first stop in Arizona to inquire into the strike of copper miners
and the accompanying deportations. Its
general mission is such that it would
seem that, three years after the dissolution of the Industrial Relations Commission, the President has appointed another commission to the same task.

#### TO MAKE HALLOWE'EN SAFE AND SANE

W HILE much has been done to free the Fourth of July of dangerous features, only recently has a move been made to free Hallowe en of rowdy-ism and to direct the animal spirits of youth toward a festival of real merriment, beauty and educational significance.

At Fort Worth, Tex., for instance, the Park Board, the School Board and the Recreation Committee last year united with the Fall Festival Association in giving a great masque and pageant which brought together tens of thousands of people in common enjoyment. Nearly four thousand school children took part in a series of tableaux, a crowd thronged the park during the afternoon festival, and more than sixty thousand persons from far and wide came at night to view the carnival on the streets.

the streets.

The subject of the pageant, Elbert M.
Vail, superintendent of recreation, writes to the Survey, was Preparedness for Peace. Its aim was fourfold: to awaken civic consciousness to a realization of the loftiest ideals of peace—not peace snatched at intervals from the black horrors of war, but an abiding, all-embracing peace made possible by the botherhood of man; to demonstrate the place of supervised play, recreation and physical training in the development of a race fit for peace and war; to make the citizens appreciate the possibilities of their recreation centers; and to arouse a community spirit.

The afternoon pageant was carefully rehearsed, gorgeously costumed and beautifully staged in the huge natural amphitheater of Fort Worth's largest park. After the singing of Columbia, the first episode showed the return of Columbus to the court of King Ferdinand and Queen Isabella after the discovery of America. Dutch children and Pilgrim Fathers symbolized another strain in America's make-up. William Penn and his quiet band of Quakers were seen parleying with the Indians; France bringing aid in the War of Independence, the colonial life of the times, the opening of the Orient to American trade were other subjects falling into the general scheme. America's welcome to the immigrant, a massed drill of boys and girls, typifying the merging of her component races in a new commonwealth, and the Spirit of Peace followed in sequence. The different decorated floats of the evening parade more or less repeated the scenes of the earlier program.

Fort Worth knew, writes Mr. Vail, that this was to be her first great full fessival; but she eame later to realize that through it she had solved her Hallowe'en problem. Thousands of revelers were in costume. The multi-colored costumes, the happy give and take of the throng, the shrill piping of the horns and the music of the bands added

multi-colored costumes, the happy give and take of the through the shift lipping of the deleter of the color of the color

Another successful solution of the Hallowe'en problem is offered by Allentown, Pa. In this community of some 61,000 people, which prides itself upon its old customs, the Hallowe'en parade is a yearly event, designed to give legitimate outlet to the mischievous spirit of the day. City officials take the lead and arrange the meeting places for the various wards.

In last year's demonstration, each division was headed by a band, sixteen in all, and seven thousand persons paraded in costume. Sometimes groups would appear in uniform costume, a row of follies or of football girls. The college boys marched in the time-honored costume for this occasion, the ghostly night-shirt. Some of the more enterprising merchants provided floats. Clowns in large numbers, Zulu chiefs, ghosts, Charlie Chaplins, Uncle Sams were to be seen everywhere.

"I bought some calico for about twenty-seven cents," one hard-pressed little mother told Lucy J. Collins, who reported these events to the SURWEY, "and worked until twelve o'clock to make it for him. But it was all right; he can march."

No one was too rich or too poor to be in the fun. At ten o'clock, after an evening spent without the slightest disorder, everyone went home—little clowns sometimes carried in the strong arms of big clowns. There was no work at police headquarters beyond the reprimading of a couple of youths for talcumthrowing.

Allentown, by the way, has another unusual community festival. At the close of the playground season every year the children from each of the four-teen supervised playgrounds, with their parents, meet together on the fair grounds for Romper Day, celebrated by contests in volley ball and other games, folk-dancing and all fresco lunching. In this instance, as in the other, rich and poor meet on a footing of perfect equality of dress and action.

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By John A. Fitch

OF THE SURVEY STAFF

DVOCACY of sabotage is the principal element of danger in the I. W. W. Sabotage is the carrying on of the class struggle while at work. It is so far as to put the establishment out of business, but omust raise Cain on the job. You must do something that will cause endless delay and vexation; turn out spoiled or damaged goods; mix up orders and shipping directions; slow up without utterly destroying machinery; harass the boss all you can without getting caught.

That's the theory of sabotage and it's vicious, not only because it is underhanded warfare, but because it destroys things of value. It decreases production and so, instead of creating anything beneficial to the workers, it decreases the stock of goods and thus lessens the possibility of adequate satisfaction of human wants.

Worse than the act itself, though, is the spirit of sabotage. The theory of it may not include absolute destruction, but can a man acquire the habit of putting sand in the bearings without ever desiring to smash something with a crow-bar? The theory does not include taking human life, but can there be sabotage among bridge-builders and no danger to life? Can there be sabotage where steel rails are made, or brakes for automobiles, or steel cables, or in the mixing of cement or the laying of brick, and no probability of human destruction? Indeed, is it possible that men who stop at nothing in the way of interference with machinery, in order to gain their ends, will never contemplate the taking of life?

It's the spirit of sabotage that constitutes the real danger. However the leaders may attempt to define it and set limits to it—however much they may discriminate, and say that this is sabotage and that is not, the fact remains that actions are not controlled by definitions. The advocate of sabotage is turning loose in the community a force which he cannot check and which may result in consequences far beyond his intention.

This, it seems to me, is the chief reason for opposing the I. W. W. propaganda. It is certainly a sufficient reason. But is it also a reason for charging them with various and utterly dissociated crimes? Or is it a reason for denying them the caula protection of the laws?

Certain recent events, including the indictments by a fedever unjustifiable or lawless, that m The Survey, October 13, 1917, Volume 39, No. 2, 112 East 19 street, New York city

eral grand jury against 166 members and sympathizers of the 1. W. W., and the general public attitude toward them, make these questions pertinent. Federal officers here and there all over the country are arresting the persons indicted. In due course they will doubtless have their trials and we shall then learn the nature of the evidence in the possession of the government.

In the meantime, two things seem to me rather clear, and incidentally, fairly good American doctrine. First, that if I. W. W. members have sought to weaken the military power of the government they should be restrained and punished; second, that this cannot be determined in advance of a fair trial and that, consequently, until such trial the defendants must be presumed to be innocent. It may be that some of them have been guilty of seditious conduct. It is not at all likely that all of them have, nor that all of those who may be convicted are equally guilty. It is reasonable and decent, therefore, to withhold judgment.

Yet we find that in a majority of the newspapers of the country the indicted members of the I. W. W. have already been tried and found guilty. Despite the fact that we do not yet know what evidence the government has to present, some of the newspapers are going wild over the fact that William D. Haywood made arrangements to have Pouget's book, Sabotage, translated into Finnish. Sabotage is a pernicious doctrine, as I said above, but preaching it does not constitute seditious conspiracy, as the newspaper writers very well know. Moreover, we have known, since the I. W. W. was organized, in 1904, that one of its doctrines is the practice of sabotage. It was partly on that ground that Haywood was eliminated from the Socialist party in 1913. It isn't a new discovery, It's no basis for the charge, therefore, in 1917, that Haywood and the others have been too close to German influence for toleration in a country at war with Germany. There may be such evidence, but if so it lies elsewhere than in the doctrines that for a dozen years have been openly preached and practiced.

Growing out of this newspaper attitude is a tendency even more serious because more widespread—a hor-headed intolerance that will believe any accusation of the I. W. W., however unsupported by facts; and support any aggression, however unjustifiable or lawless, that may be directed against

them. Because of this tendency, unscrupulous employers are endeavoring to take advantage of the disrepute of the I. W. W. in order to further their own ulterior ends. Hardly a strike occurs in which the cry of "I. W. W. influence" is not immediately raised. The street car strike in San Francisco, now in progress, was ascribed to the I. W. W., though it is being handled by a representative of the Amalgamated Association of Street and Electric Railway Employes, a union affiliated with the American Federation of Labor. The strike of iron workers in the shipvards, all members of unions affiliated with the American Federation of Labor, was said to be fomented by the I. W. W. The move for an eight-hour day in the lumber camps of Washington, endorsed by no less a person than Newton D. Baker, secretary of war, was denounced to the world as a part of the I. W. W. conspiracy to injure the government.

The evidence that is most outstanding, of this state of mind, at once intolerant and susceptible to the artifices of unscrupulous employers, is that concerning the recent deportations of strikers in the Southwest. The strikes in the copper regions from Butte, Mont., to Bisbee, Ariz., were based on legitimate grievances. The intolerable "rustling card" system, which is nothing but an automatic blacklisting device, was in itself sufficient to warrant the most vigorous sort of a protest.

Furthermore, the strikers were not all members of the I. W. W. by any means. Members of the Mill, Mine and Smelters' Union, affiliated with the American Federation of Labor, were also on strike in Bisbee, and they, together with other citizens who belonged to neither organization, were deported by a mob who called themselves—Heaven save the mark—the Loyalty Leaguel

That it is more than a desire to combat a seditious conspiracy that has led to these illegal activities is shown not only by the indiscriminate kidnappings at Bisbee, but by an incident in another state, connected with an altogether different union. Members of the United Mine Workers were on strike at Gallup, N. M., to enforce a contract. Under cover of the Bisbee excitement and the charges of disloyalty, men were deported from Gallup by citizens presumably inspired by a loyalty quite similar to that of the Loyalty League.

This incident is sufficient to make it clear that legitimate endeavor for the purpose of improving the condition of the wage-earners is likely to be opposed just now in violent and unusual ways. It is pertinent, therefore, to recall the fact that the purposes of the I. W. W. are not utterly destructive. Whatever one may say of their philosophy, they have espoused the cause of a class of workers who had no one else to plead their case and who have been desperately exploited—the casual and unskilled laborers. They have infused into this class a new hope and to some degree they have been responsible for an improvement in its condition. It must not be overlooked that activities of that character, and not alone cooperating with the enemy, are sufficient to arouse the bitterest opposition from those who profit by exploitation.

It is most disheartening that these exploiters can resort to extreme lawlessness in the furtherance of their ends without evoking a protest from the public. Because of this spirit of acquiescence, the dread initials of the Industrial Workers of the World can be used not only to injure the legitimate labor movement everywhere, but also as a red herring across the trail of those employers who do not heistate to use the nation's plight as an opportunity to strengthen their own unjust practices.

There can be no two opinions about the necessity of suppressing treasonable activities, of whatever character. There ought not to be two opinions about the injustice of accepting the outcries of interested persons as evidence of treason.

# Where's the Money Coming From?

By Elwood Street

OF THE SURVEY STAFF

DUBLICITY and finance for social organizations, always important, are of pressing concern in these war times. Social agencies are hard hit by the increased cost of supplies and food. Many will soon have added burdens. Contributions are hard to keep up because of war appeals and the uncertainty of contributors as to the effect which the cost of living and war taxes will have on their incomes and expenditures. Newspapers, full of military news, have little room for the material which social organizations try to have published. The social agency which would get public attention and interest and capitalize this interest into contributions must adopt more effective methods than have been in vogue in the past.

Publicity and finance of social work are inextricably connected. An organization which needs funds must make its work known to the public. Publicity without financial purpose is, of course, of educational value, but is most effective when carefully coordinated with efforts to raise funds. This financial work need not be apparent. It may be carried on under cover of the publicity. Identical material may be used in newspapers and appeal letters, and points thus driven home in a variety of ways. The methods most successful in publicity—the securing of attention, the arousing of interest, the securing of understanding, the getting of decision and the inducement of action—are equally effective for appeals. The same need for simplicity, directness and human interest exists in both. Contributions both grow out of publicity and follow it; the question of publicity will be considered first.

Social workers have had so many problems of technique and organization to solve, have struggled against such crippling financial difficulties, have, indeed, been so unversed in the method of informing the public of what they are doing, that they quite generally have failed either to get their message across to the public or to get it across in popular fashion. On the other hand, the newspapers, which are the chief voluntary agencies for informing the people, have understood too little of the principles of social work and have been too busy to stop and pry out principles and details from social workers, often all too crustaceous when approached by a resource.

The most valuable type of publicity is that found in the daily newspaper. Through its columns the social worker can indefinitely extend his personality. He writes to thousands and to hundreds of thousands where his own voice might reach but scores. Further value is given newspaper publicity by what Prof. Walter Dill Scott calls "social approval." The reader is impressed not only by what he is reading, but also by the fact that multitudes of others are reading and thinking the same thing. The newspaper is the most legitimate and most fruitful held for the activities of the social worker who would "get his message across."

The average newspaper editor is glad to use social service publicity. He realizes that the social agency is conducted for the welfare of the community which his own paper presumably is trying to serve. He knows that each organization has buried in it a mass of tremendously interesting material about which people would like to hear. He does not regard the man or woman offering social service publicity with the suspicion which often is the lot of the commercial pressagent.

The first thing to be remembered by the one who hopes to get the newspapers to use his material is that he must become, in effect, a member of that paper's staff. He must feel a responsibility to give to that paper all the news he can, truly, fairly, accurately and in the best possible shape. He must be courteous, patient and obliging. He must not object when a reporter rouses him at midnight to explain his view of some trivial topic. He must not shun all reporters and refuse to answer their inquiries, which often seem sensational. Such a refusal but tempts a really resourceful reporter to write a story, any way, with what meager facts he can ascertain. The social worker must take the reporter into his confidence, show him the facts and explain why some or all must be omitted. If the social worker is reasonable with him, the reporter will be reasonable too. I have never known a reporter who would abuse a confidence.

The social worker must realize the limitations of newspaper space and not complain when war or election newscombined with a big fire crowd out his pet story. He must take the attitude that if a story is rejected, it is his fault for failing to make it suit the editorial taste, and try again. He never should ask for favors, but present his material on its merits in competition with all the other matter. If such a spirit of complete helpfulness is adopted, the newspaper, delighted at being humanly treated, will come much more than half way and will voluntarily grant favors which never could have been gained if asked for.

The most obvious material for publicity is contained in what is known as the news story—of a coming meeting, play, entertainment, or scheduled event of any sort; the story of such an event when it occurs; the coming of new workers or the departure of old ones; happenings such as the sakering of a building from fire by Boy Scouts. Such stories are legitimate material for the newspaper. They must be presented while they are news—before they come, if scheduled, and certainly on the day they happen. While news stories are most useful because they let people know that the organization is on the job and in daily activity, they often can be made to exhibit some of the principles of the society. Reports presented at meetings can be made significant of the work of the organization. The coming of new workers may be the excuse for describing a principle of service.

#### Principles from Personalities

NEXT in availability to news is the "human interest" story, in which an interesting fact about some individual is told. Some worker may have a unique way of getting at his or her work. Some client of the organization may have an interesting history, which, if necessary, can be published anonymously and disguised so as to prevent recognition. Such anonymous stories require great education of your editor's point of view, but they are most helpful as revealing the successe of social work. Some boy in a manual training class may have done sepecially good cabinet work. The story of the individual will reveal some of the organization's fundamental principles. It is important to distinguish between stories which will harm the individual concerned and those which may stimulate him to better effort. The "human interest" story, when well handled, is perhaps most effective of all.

Another type is the "feature" story, describing some interesting phase of social work: An interesting study is under progress; unusual methods of procedure may be tried out; the organization may have some unique historical connections; recent experience may liave light to throw on live problems, such as illegitimacy or the training of war-cripples. Stories of these, illustrated, not only are easy to get into the daily papers, but often are available for use in illustrated Sunday magazine sections.

#### Follow the Calendar

A Phase of interpretive publicity particularly worth while is the reporting of speeches given by social workers. A few of the keynote sentences of a speech, given the newspapers, will generally be readily published and thousands will get the message.

Advantage should be taken, too, of the opportunities for "seasonal" publicity—stories about fresh-air camps and baby dispensaries in hot weather; about charity organization work in cold weather; about the opportunities of medical agencies in times of epidemic; and so on through a long range of possibilities which an active imagination will readily suggest. So-called "case appeals" may often be used with good effect. They stimulate sympathy with the organization and understanding of its work, and bring valuable help. One good scheme has been the frequent publication of "little needs of the needy" for articles such as baby carriages, mattresses and invalid chairs.

The newspaper, wise in experience, is anxious to use photographs whenever possible. A photograph about doubles a story's chances of use, attracts attention of readers and intensifies the effect of the text. On the other hand, there are obvious disadvantages in using photographs of clients, just as in the use of names and addresses. Some organizations, particularly those dealing with families in their homes, quite properly refuse to give any publicity which will identify individuals. Pictures of groups in plays or other activities often can be used. From the newspaper point of view, the number of figures in groups should be kept as low as possible and every member should be doing something definite. In other words, the picture should tell a story. An amateur photographer on the organization staff may take acceptable pictures. If such free service is not available, it is often worth while to pay for good professional photographs. Newspaper photographers may be sent if the editor is notified of a coming event. Sometimes it is possible to enter into an agreement with a local portrait photographer who will take free pictures of staff and volunteer workers for the orders lie may get and for the publicity which comes from the credit marks most newspapers are willing to attach to reproductions.

Many newspapers are eager to get charts and diagrams. Such graphic presentation of tendencies in the work of the organization or conditions in the city puts significant information vividly before the people.

A division of opinion seems to exist as to whether the social worker should prepare his own material and submit it to the papers or give it to a reporter. In spite of some expert evidence to the contrary, it would seem that the most effective to the contrary.

fective method is for the social worker to put his material in the best shape possible and submit it to the editor, rather than let the reporter gather the story from a conversation. The reason is this: Social service, though a relatively new profession, is somewhat highly technical, with delicate points of policy. More defects in expression and transmission to the public are likely to occur if the social worker passes his opinions through the mind of a person unfamiliar with the ideals and principles of social work than if he sets them down on paper and trusts to the discretion of the editor.

A good combination is found where a person trained in newspaper work makes a close study of social work and settles down to the profession of social service publicity. Such a combination is, of course, rare, and few organizations, unless allied in some sort of a federation, can afford such trained service. In lieu of it, the best thing for a social executive to do is to prepare, or have prepared, his material in written form, even when expecting to give it to a reporter instead of to an editor. Fewer mistakes occur in this way and the editor appreciates having it in a more or less usable form, which saves him time. This does not mean that one should refuse to give reporters interviews when they come asking for them, but that all your publicity should be put in written form whenever feasible.

#### How to Write Newspaper "Copy"

HERE are suggestions for submitting material: Typewrite everything and triple space it; the combination makes your "copy" easy to read and easy to edit. Use white paper of fair quality. Leave plenty of white space at the top of your first sheet. Avoid adjectives and statements of opinion unless they are in the form of quotations from authority; a reporter is not supposed to editorialize. Put the vital part of your story first and follow with the details-a newspaper story has no climax. Make the story as short as possible, it won't have to be cut so much by the man on the "copy desk" and will have a better chance of getting in the paper. Four short stories are much more effective than one of their combined length. Do not write headlines; the newspaper has a special man to do that. Take the material to the city editor yourself, or telephone to him that you have some material which you would be glad to give to a reporter and answer questions

Other fruitful forms of publicity are letters to the editor on topics of current interest, for publication in the communication columns which most papers conduct. Letter debates sometimes are started in this way and can be worked to the advantage of the acute executive. Suggestions as to editorials on timely topics, even those not necessarily closely connected with the organization's work, are often appreciated by editorial writers. Cartoons, too, may sometimes be inspired by a friendly suggestion.

Next to consistent use of the newspaper, perhaps the most effective means of publicity is through the spoken word. Every social executive should plan several effective talks and have his staff members do the same. Lantern slides should be used whenever possible. A list of these speakers, their positions and their subjects, with notations as to illustrated talks, should be sent to all clurrches, women's clubs, civic associations, lodges and other bodies. Return envelopes and blanks for engagements desired may be enclosed. A telephone follow-up, too, is useful. Have your list of speakers and subjects published in the papers. Try to supply a speaker for every engagement requested, even if the particular speaker desired is not available. Get up a set of lantern slides on

your work and supply a suitable manuscript, so that anyone can use it. Lend it to organizations to which you cannot supply speakers. See that you have notices in the papers before filling engagements and then supply abstracts of the talks that are given. The write-up of an evening speech should be sent the papers late in the afternoon for use the following morning.

Many organizations, particularly those engaged in citywide work, are using illustrated posters. These posters, with large photographs or cartoons showing some plase of the organization's work with a relatively small amount of reading matter set in large type, will often be used for windowdisplay by stores and for conspicuous posting by churches, clubs, schools, libraries and factories. The poster should be changed every week or two so that it may retain news value.

A recent development has been the insertion of social service folders with the monthly statements of public utility companies, such as those furnishing electric light, gas or telephone service. Practically the whole householding population of a city may be reached in this way at the cost of printing the circulars.

Window exhibits, consisting of pictures, charts, models, moving objects and flashing lights, can be used as continuous publicity by showing successively in different parts of the town. Exhibits are too expensive for anything short of continuous services.

Valuable as publicity is by itself, it is most effective when coordinated with appeal for funds made through appeal letters. While many organizations are making splendid use of appeal letters, others are using expensive solicitors or depending upon volunteer efforts which are not adequate to make the circle of givers truly democratic. A good appeal letter, backed by careful publicity and sent to well selected lists, will prove profitable to the organization both in funds and in a widened circle of supporters.

The principles of good publicity apply equally well to the good appeal letter. It should secure attention, arouse interest, secure understanding, induce resolve, get action and secure the contribution. It must be simple, direct and human, and visualize the proposition. A little 'case' story will get attention and interest and illustrate the kind of work the organization does. Pictures are tremendously helpful. A descriptive folder can help bring home the story of the letter.

#### First Class Postage vs. Third

OFTEN a great saving can be made by using third-class postage. First-class postage will pay on a highly specialized list where results are certain. Letters with first-class postage should be individually typewritten or multigraphed and "matched" in with the utmost care, on good paper. But if all these pains are not taken, one might as well use third-class postage and dispense with filling in the name, or use a printed, illustrated letter which is frankly a circular. Money put into printing and attractive pictures is often found to bring better returns than if spent for two-cent stamps (three cents after November 2). In other words, if one can visualize his proposal, give it human interest, and secure favorable attention, the kind of postage and the personal fill-in make little difference when a large number of people are being approached on a general proposition.

Coordination of publicity is of the first importance. Special efforts should be made to get stories about your work in the newspapers on the days immediately before letters are mailed, and then during the days in which they are received.

Mared by Google

Other elements of publicity may be used at the same time. The publicity should use the same material which is found in the appeal letters, but it is not necessary to mention the fact that funds are being sought. Appeal letters are often most effective if the public merely has its interest aroused and is not informed that it is going to be asked for money. And the people who aren't reached by letter don't feel themselves subjected to an irritating campaign.

The "house organ" or magazine describing in an attractive way the work of a business organization, is now in great favor among advertising men. It is used to keep customers informed of the work and products of the business and to interest prospective customers. A "house organ" worked out by a social agency without the appeal element, and mailed to contributors and prospective contributors, pays good dividends in increased contributions of those renewing and in gits of those not before listed as givers. Annual reports should be prepared also from the point of view of good sales methods.

It is well for the social organization to remember in both publicity and appeals that the public likes to be cheerful. It is all right to paint unpleasant conditions as they exist, but it is important also to show the good work the organization is doing and to point out the happy results which already have been attained or will be attained if the organization is given the money to carry on the work.

The suggestions made here for social publicity and finance have all been tested. They are most effective when combined. A social executive may carry them out, or he may delegate this function to an assistant, a volunteer, a committee of volunteers, or even to a trained financial and publicity man (or woman) on an adequate salary.

The results of such methods would be greatly increased by cooperative effort among social agencies. A group of organizations which could not afford separate publicity agents could well afford to share the expense of one, who would be able to prepare material for the newspapers and arrange for the presentation of organization work in the other ways suggested. Still greater efficiency results from pooling financial endeavors as in the increasingly numerous financial federations. A city-wide sweep of organizations making a wellcoordinated appeal on behalf of all community needs is generally more effective than one organization appealing for a fraction of the needs. Objections to financial federation are many and may outweigh the advantages in particular instances. Such a federation is but the final step, however, in the development of that analogy with business methods which calls for publicity and appeals based on the same principles as successful advertising and sales, and which might well culminate in the federation as compared with the successful business combination.

Federation or no federation, these principles will greatly benefit the organization which will conscientiously follow them; will secure more funds and more cooperation; and because more efficient, either give the executive more results from the same endeavor, or while getting the same results, give him more time for the social work of his organization.

# The Soldiers' and Sailors' Insurance Law

HEN the conferees of Senate and House reached final agreement last week on the soldiers' and sailors' insurance bill, they determined the degree of generosity of the United States toward those who are to fight its battles in the present war, and toward their families. The bill, which now needs only the signature of the President to make it law, was widely discussed as it traveled through the two branches of Congress and was generally approved for its liberality. The final form reduces the compensation for death and disability, but retains substantially unchanged the provisions respecting insurance and allowances to the families of enlisted men.<sup>3</sup>

The law first takes up the subject of allotments and family allowances. As in the original draft, the enlisted man is compelled to allot to his family not more than half his pay (the pay of an army private is \$33 a month), nor less than \$15. The wife of the man may waive the compulsory allotment upon producing satisfactory evidence of her ability to support herself and children, and exemption may be granted also "for good cause shown," such as the infidelity of the wife. In addition to the compulsory allotment to his immediate family, the enlisted man may allot further portions of his pay to any person he may designate, subject to the regulations of the War and Navy Departments.

The monthly allowance to be paid by the government to the immediate family of the enlisted man is the same as in the original bill:

Wife without children\$1
Wife and one child 25
Wife and two children
For each additional child
No wife, but one child
No wife, but two children
No wife, but three children
No wife, but four children
For each additional child

This was declared by Porter R. Lee in the SURVEY to be a generous provision. The schedule of monthly allowances to be paid by the government to other persons specified by the enlisted man, provided these persons are wholly or partly dependent upon him. is as follows:

One	parent					 	\$10.00
Two	parents		• • •			 	20.00
Each	grandchild,	brother	01	31340	F	 	. 5.00

The maximum allowance to the dependents of any one enlisted man is \$50 a month. The law departs from its original form in declaring that no allowance shall be made for any period preceding November 1, 1917. The allowance is to continue till death or one month after discharge, but not for more than one month after the end of the "present war emergency." The term "child" in the act includes an illegitimate child, if acknowledged by the father, but does not include such a child if born outside of the United States or its insular possessions after 1917. This definition applies to both the insurance and compensation sections.

The law deals next with compensation for death or disability. This section applies to nurses in active service under the War and Navy Departments, as well as to enlisted men. The House increased the monthly amounts allowed in case of

<sup>&</sup>lt;sup>1</sup> The provisions and progress of this act bare been discussed in detail in the Suxvi. The original form was analyzed in the issue of August 18, page surrance features. Porter R. Lee discussed the allowances for dependent families in the issue of September 15, and J. M. Rubinow discussed the compensation provisions in the issue of September 15.

death, but the final form of the law makes these even lower than in the original bill. They now stand:

For a widow alone	25.00
For a widow and one child	35.00
For a widow and two children	47.50
For each additional child up to two	5.00
No widow, but one child	20.00
No widow, but two children	30.00
No widow, but three children	40.00
Each additional child up to two	5.00
For a widowed mother	20.00

The amount payable to a widowed mother shall not be greater than a sum which, when added to the total amount

payable to the widow and children, does not exceed \$75.

The monthly compensation for total disability is reduced to the following:

\$30.0
45.0
55.0
75.0
40.0
ing 10.0

To the provision which granted \$100 a month to a man for the loss of both feet, both hands, both eyes or total blindness, the final form of the law adds "or helplessly and permanently bedridden." This applies regardless of whether a man is a bachelor or married.

If the enlisted man's disability is partial, the monthly compensation is to be a percentage of the compensation that would be payable for his total disability, equal to the degree of the reduction in carning capacity resulting from the disability. No compensation shall be payable, however, for a reduction in earning capacity rated at less than 10 per cent. The burreau created to administer the act is to adopt a schedule or reductions in earning capacity. This schedule is to be based, as far as practicable, upon the average impairments of earning capacity resulting from such injuries in civil occupations and not upon the impairment in earning capacity in each individual case, so that there can be no reduction in the rate compensation for individual success in overcoming the handicap of a permanent injury. The bureau is directed to readiust its schedule in accordance with actual experience.

Proof of marriage for the purposes of receiving both compensation and insurance under the law is made similar to that required by the pension bureau. One stipulation is that the open and notorious illicit cohabitation of the widow termi-

nates her right to both. The wife who marries an injured man more than ten years after his injury gets no compensation after his death.

The elimination of all distinction between officers and men so far as disability and death benefits are concerned is retained in the final form. On the other hand, permission to commute for a lump sum all or part of one's compensation payments is stricken out. A five-year statute of limitations (instead of ten years as the House proposed and two years as the original bill proposed by part of the law.

The insurance feature of the measure aroused perhaps the most vigorous opposition. This also applies to nurses. The United States is to grant insurance against the death or total permanent disability of an enlisted man or nurse in any multiple of \$500, but not less than \$1,000 or more than \$10,000. This maximum was reduced in course of passage to \$5,000, but was raised in final form. The insurance is payable only to the beneficiaries specified in the measure, namely, spouse, child, grandchild, parent, brother, sister, and during total and permanent disability to the injured person, or to any or all of them.

The insurance must be applied for within 120 days after enlistment, or, for those already in active service, within 120 days after the publication of the terms of the insurance contract, which must be "promptly" on the passage of the act. If a person entitled to apply dies or is totally and permanently disabled within the 120 days, without having made his application, he is deemed to have applied. The insurance is made expressly payable in 240 equal monthly installments, but these will be continued for the life of a disabled man and may. under regulations, be converted into continuous installments for a beneficiary. Premium rates shall be the net rates based upon the American Experience Table of Mortality. Payments of premiums may not be required in advance for periods of more than one month each and may be deducted from the pay or deposit of the insured or be otherwise made at his election.

By a rider to the law all present pensions to widows are increased to \$25 a month.

The passage of this act represents an important step in the social-insurance movement in this country. The act was drafted by Judge Julian W. Mack, and was introduced into the House and Senate August 10. It has had the active suport of President Wilson, Secretary of the Treasury McAdoo, Julia C. Lathrop, chief of the Children's Bureau, Henry P. Davison, chairman of the Red Cross War Council. and others.

# THE RED CROSS

By O. R. Howard Thomson

I SAW the golden gates roll back As up the path they came; No angel questioned them of sin, Nor asked of one his name: But the cedar trees before the mount Were aureoled in flame.

They came from barren, war-flailed fields, From which all life had fied, And little phrases walked with them— Words they aforetime said— That dying men might easier pass To the valleys of the dead. And following close, from low-pitched tents, Moved, like a genile breeze That brings the seen to f a garden close To the temples of the trees, Blessings of those whose bodies lay Now healing at their ease.

And songs of children who had learned The Red Cross knows not fear; That it walketh through a man-made hell Yet holdeth each man dear; Daring the steel-sheathed claws of death To wipe away a tear.

Therefore, they entered as of right— Agnostic, Christian, Jew— Through the Golden gates that gave upon The lake where the lilies grew; And in the distance by the mount, Angels on trumpets blew.



CHINESE CABSTAND: THERE ARE 25,000 JUNEIKISHA PULLERS IN PEKING ALONE

# China's Social Challenge

## II. Beginnings of Social Investigation

By J. S. Burgess

HE Chinese seldom describe anything at length without a copious use of that aid to inaccurate expression
"Cha-pu-to," or "differing not a great deal from"—
their way of saying "about." There is a notable
lack of precise phrasing in the colloquial because the thought
back of the phrasing is inaccurate.

Absence of the habit of careful analysis and inductive study of fact, especially of social phenomena, is very apparent. The one great exception is found in the conversation among the lower classes regarding money. The struggle for the necessities of life requires an extreme nicety in exact estimate of expense and income. The rise by a fraction of a cent in the market price of peanuts or rice will at once be known far and wide and will start great numbers of wheelbarrows on fiftymile pilgrimages.

The scientific study of social facts is as yet in its infancy. In Peking I have heard a noted American college president, then an adviser to the Chinese government, discussing with a group of Chinese who had degrees from western universities whether there really was much surplus wealth in China. No one seemed to know. It is impossible to guess what the per

capita wealth is and no one knows how many millions are hoarded up by the old Manchu nobility or by the Chinese officials.

Such a question as why so many Chinese, in spite of the fact that they are by temperament hard-working and frugal, are miserably poor, and the question of just how poor they are, are problems that have to be guessed about, for little real study has been made. Bishop Bashford's recent work, China—An Interpretation, has much valuable observation ing and valuable themes of important social study which China presents. In the realm of social origins little has been done in an intensive way. One massive book on descriptive sociology of the Chinese was prepared many years ago by an ardent Spencerian. It is a mass of heterogeneous facts representing not much more than an outline of subjects to be studied.

A few years ago Philip Gillett, the Y. M. C. A. secretary in Scoul, Korea, collected a lot of valuable information on

but few tabulated statistics are available on any subject.

One is struck by the large number of extremely interest-

A few years ago Philip Gillett, the Y. M. C. A secretary in Scoul, Korea, collected a lot of valuable information on guild organization. A large number of ancient constitutions of these organizations, some of the documents dating back three thousand years, was obtained. A wealth of information on various phases of primitive village organization was discovered which threw light on such themes as, the approach to representative government in early Korean clan life, the primitive place of religion in its relation to government and trade, early industrial organizations and conditions of labor, primitive methods of preventing fire and primitive methods of afforestation. The old documents of one of these guilds of afforestation.

were in a locked box opened once yearly. To this were attached three padlocks, a different man holding each key. The box in this way could be opened only when all three men met. Mr. Gilbert got permission for a number of Korean scholars to be present when the box was opened and to copy as many of the ancient manuscripts therein contained as possible. He found that these ancient Korean guilds all copied their constitutions from still earlier and as yet unstudied Chinese guilds.



<sup>1</sup> Mr. Burgess' first article, An Opportunity for American Social Workers, was published in the Suavey for September 8. His next one will be on Social Institutions, Old and New



COURTYARD OF JINEKKISHA COOLIES' HOUSES

One-room houses close in the courtyard on all sides. At the left of the speture is a cooperative summer kitchen.
Fully one-third of the coolies have no homes at all but sleep in the jinrikisha yards

Here is a rich field for a social scholar who has confined his observations to social origins in Europe. In fact most of the works on sociology ignore at least one-half of the human race in conclusions regarding the early field of social discovery.

But one need not go back three thousand years to find unexplored social problems in China, especially in a great oriental city like Peking, where so little scientific study of



None of the coolies own their own vehicles but hire them al rentals which net the owners 100 per cent a year on their investment

life has been made. Gay pictures of the beauty of oriental life, or repulsive descriptions of the squalor of the East, often leave one in ignorance as to the real social forces and underlying needs.

Just across the street from where I first lived in Peking was a so-called "home" of a jinrikisha coolie. This house was built of mud, one story high, with one door and no windows. Three generations occupied this small dwelling, grandfather and grandmother, the coolie and his wife, and two or three children. Occasionally I used the coolie's uncomfortable jinrikisha, largely through pity for his condition. The year after I had moved my home to another part of the city a caller was announced one day, and my friend, the jinrikisha man, walked in. He had around his head a piece of white cloth, which indicated that one of his parents had died. He had lost his father a few days before and he was trying to borrow a little money to buy a coffin. It had been raining heavily and the roof of his house had fallen in. The unburied body was still lying in his roofless house, the children were terribly frightened and he did not know what to do.

It was for the purpose of getting at the actual conditions of this class of working men that one spring day in 1912 four Chinese college students and one young American met together in an old Chinese court on a side alley off one of the main streets of China's capital. The aged gateman was sent through the mud to the well macadamized main street and told to summon the first rikisha coolie that he could find. Eager for trade the coolie quickly responded, dragging his rikisha behind him. To his utter astonishment he was politely asked to be seated and offered a cup of Chinese tea.

Then a youthful investigator started plying him with questions. How much did he pay for his rikisha? Where did he get it? How much did he earn a day? Where did he

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INTERIOR OF JINNIKISHA COOLIES' HOME

At the left the kang, or brick bed, heated by a five built undersucht. The kitchen gods and others are shown in paper pictures on the walls. As usual in visiting the homes, the women are not visible

live? How many were in his family? How had his health been during the last few years? What illnesses had he had? Could he read, and if so, how much? What were his religious beliefs? The coolie was utterly astonished at these questions, for when in the history of the celestial empire had a group of young scholars been interested in the habits and needs of a poor uneducated coolie!

The replies were prompt and apparently truthful. The plan was such a new one that there was no time to devise cunning answers, nor did there seem to be any reason to do so. After twenty minutes of careful questioning, the first coolie was given a copper and sent out and the old gate-keeper trudged once more through the mud to search for another bare-armed and bare-legged specimen to answer the questions. With each newcomer the little group became more interested. They gradually began to see that there was some sense in the ideas of the foreigner when he had told them that they should apply their scientific research to men and society, as well as to birds and stones. There came the realization that for the first time in the history of that great capital the actual facts about the lives of a great laboring class were piens studied and tabulated.

And the revelations which these coolies made were by no means commonplace. Startling revelations of poverty and degradation were matched by hopeful discoveries regarding the education and technical knowledge of many of a class here tofore considered to be quite hopeless. The conditions of living which were described by these coolies were such as no beggar in America could possibly endure. In some cases four or five lived in one little mud room, in others the coolie had no home at all, but slept in the street, or in his rikisha, or with thirty or forty other men in the crowded court where

he rented his rikisha. On the other hand, the students were astonished to find out that almost half of the twenty-seven coolies studied could read. Some of them had read the classics through, and showed it in their conversation.

One man, about sixty-five years old, when he came into the room, surprised us greatly by his courtesy. He was one



STREET RESTAURANT

The coolie eats when he gets a chance, dropping in at a street restaurant for a bowl of cabbage soup and a piece of bread

of the most dilapidated specimens of humanity that I have seen. His clothes were literally all rags, but he stood erect and refused to take the chair which we offered him. He spoke with a perfect Pekinese accent, and with the best choice of language. To our astonishment he told us that he had read all the classics through. The story of how he came to be in his present condition he did not reveal to us. At the close of our conversation he refused to take the money which we offered him, although his earnings were only one or two cents a day, and when we insisted he said: "But, gentlemen, how could I take money from you who are spending your time in order to help the class of men of which I am one? We should repay you, but you have no obligation to repay us."

A brief report of this first investigation was made out and this was the beginning of the interest in several parts of China in the jinrikisha coolie—one of the biggest classes of laboring men in that great nation.

A public-spirited citizen of the foreign settlement in Shanghai happened to see this report and was aroused to the needs of the men who pulled him around the street every day. Through his efforts and the investigation that resulted, many warm booths were built, rude shelters at certain places along the main streets where, during the cold winter months, the coolie could get hot tea. One mission in Shanghai has a special clubbouse for the assistance and also the evangelization of

the jinrikisha coolie.

During the winter of 1914-15, the Peking Students' Social Service Club, a few of whose members had made the first investigation of the coolie, determined to make a scientific study of the problem. The club had grown from thirty college students to six hundred, and several score of these young men were eager for the new enterprise. Three hundred and two coolies were put to a rigorous questionnaire. These were selected from every part of the city. The results were compiled and tabulated with great care by Professor Tao of the chair of sociology in the Government University, a disciple of the Webbs of London. He found a wealth of information in the data faithfully collected by these students.

After a study of the facts, Dr. Tao ruthlessly condemns the entire system of man-pallers as detrimental to both the individual and society. The work is characterized as: "(1) Over-strenuous and unconomical because the jinrikisha man can carry only one at a time, and that with all his energy; (2) the work is unhealthy because it is over-strenuous, hinders development of the chest, causes tuberculosis, pneumonia and other diseases; (3) the pay is terribly meager in comparison with the terrific energy expended; (4) scarcely any intelligence is required for the work;

Dr. Tao has also shown by careful figuring that the use of the jinrikisha is very uneconomical. The average amount of money for transportation about New York or London is shown to be less per month than one would spend on a jinrikisha man in spite of his low pay.

Over twenty thousand jinrikisla coolies are registered at the Metropolitan Police Office of Peking. Of the 302 examined by the Peking students most were between 20 and 30 years of age, with a few boys of 16 or 17 among them. There was no legislation to prevent the young or the very old from engaging in this business. About half of the 302 were married. Contrary to the usual large size of the Chinese family, somewhat less than one-half had only three dependents to look after. About one hundred of them had large families to support.

The great majority of the coolies investigated earned from 51 to 80 coppers a day, and the rent of the jinrikisha is from 21 to 40 coppers a day. The net wage then would be from 30 to 40 coppers a day. The copper is less than one-half of an American cent.

The study of the cost of living of these families revealed that a single person can live on from 15 to 20 coppers a day, and that a family of three can exist on 25 to 40 coppers a day. A family of four, Dr. Tao says, "must have an income of 00 coppers to get adequate food." It is furthermore true that the jinrikisha coolie himself, if he is not to drop on the roadside from physical exhaustion (a sight, by the way, which I have often seen), must have more nourishing and expensive food than is necessary for the other members of the family.

Since it is further true that the older men with the larger families have often the smaller income, it is obvious that while a few of the younger unmarried men may be able to put aside some money, a majority not only cannot save but are on the verge of starvation. Dr. Tao remarks: "Rough estimate has suggested that only one-fifth of the jinrikisha population is really earnest in saving money for any length of time." Can you wonder?

The above facts are more striking when it is realized that none of the jinrikisha coolies investigated owned their own vehicles and that a comparison of average rentals and average cost of a jinrikisha reveals the fact that the owners make a profit on their investment of from 100 per cent up. Here we obviously have industrial slavery in one of the very worst forms,

More than one-half of these men work—that is, run from seven to ten hours a day, and one-lifth of them from twelve to fifteen hours a day. This, of course, does not mean that they are running continuously, but many of them are exercising a good part of the time.

More than two-thirds of those examined had been in the trade from one to four years. "It seems," Dr. Tao remarks, "that from the figures may safely be drawn the inference that the usual number of years during which a jiarikisha man can stand the hard toil is generally from three to four. This gives rise to his subsequent career. If deprived of savings, and without any trade, the only way open to him is to become a parasite on the commanity or be starved.

The investigations showed that over half of these coolies had been artizans or petty merchants. It is obvious, therefore, that they are not a hopelessly untrained group.

The amusements, vices, religious beliefs and habits of thought and life of the coolies were brought out—in fact, it would take a lengthy series of articles adequately to tell of the new material discovered by the students and tabulated by Dr. Tao.

On the basis of the investigations a practical program for the betterment of this entire class of jinrikisha men was proposed by Dr. Tao. His plans included a clubhouse for their social and educational use, laws regulating hours, age, rentals and a scheme of insurance to help them save.

The jinrikisha coolies represent only one isolated problem; there are a hundred other trades of which we know nothing. Nor are we any better informed of the growing problem of immorality, of licensed prostitution becoming more of a menace each year, or of the related problems of amusement and recreation. The coming of the new industrial age in China brings with it a whole set of new questions which call for the insight and appreciation of trained social workers. Have social thinkers in America no contribution to make to the study of social facts in China which must precede any real social progress?

## Book Reviews

MEDIATION, INVESTIGATION AND ARRITRATION IN INDUSTRIAL DISPUTES

By George E. Barnett & David A. Mc-Cabe. D. Appleton & Company. 209 pp. Price \$1.25; by mail of the Survey \$1.33. Of ever increasing

The Machinery for Making Peace



importance in the general social and labor field, particularly during the present war crisis, is the subject discussed in this monograph of Professors Barnett and McCabe. The book is largely the result of the investigation conducted by the authors for the United States Commis-

United States Commission on Industrial Relations. Briefly it aims to portray the workings of the present statutes relating to mediation, investigation and arbitration in labor disputes in the states of Massachusetts, New York and Ohio; to propose a model plan for a state system, based on the authors' findings in the states investigated, and to outline a scheme for national legislation. The book also con-

tains important appendices.

The conclusions of the authors are of interest. Of the three forms of state assistance in settling disputes, mediation has proved most effective. Mediators have frequently been instrumental in bringing reluctant parties to agree to conferences and in getting the parties separately to agree to compro-mises which they would not even discuss with each other. Scant results have been obtained, however, when the employer had resolved not to deal with the workers as a body, either directly or indirectly.

In New York and Massachusetts, on

failure of mediation, resort has been made to public investigation and recommendation. In making recommendations, which generally receive considerable publicity, there is little attempt to fix blame on either party. It is encouraging to learn that in most eases the suggestions of the mediators have been accepted as a basis for settlement.

Boards in these two states bave also power to arbitrase eases voluntarily submitted to them by both sides, providing submission does not take place during a strike or lockout. In 1913, approximately eighty cases were submitted to the Massachusetts board in the shoe industry. Following the rendering of a decision, an endeavor is made to induce parties to the dispute to agree to submit mooted points to the court in the future. In New York, arbitration bas been resorted to in but few instances.

Following their analysis of past achieve ments, the authors make important detailed recommendations concerning the composition and functions of state and national boards. They urge the establishment of boards of mediation, investigation and arbitration in every state. The nation, as well, they contend, should provide for such boards, as at the present time the Erdman law extends only to certain classes of railroad disputes, and mediation in controversies in other fields is possible only through the officers of the Department of Labor.

In cases of threatened disturbances in connection with transportation and other public utilities, where it is important that services should be continuous, the authors believe that pressure should be made on both parties to refrain from hostilities until the board of mediation and investigation has made its report. Where the public has confidence in the board, their recommendations should serve as a rallying point for public opinion. Experience in Australasia and in Canada has not demonstrated that legal prohibitions would be more effective in preventing interruptions.

Perhaps the most unique of the authors' recommendations is the appointment of a na-tional industrial council composed of an equal number of representatives of employers' and labor organizations, which should be convened at least once a year and should assist in the selection of members of boards of arbitration and mediation in certain dis-

The classifications in the book are admirably arranged, and its conclusions and recommendations are clearly set forth. It is somewhat unfortunate, however, that a book dealing with such an important problem does dealing with such an important problem does not contain more vitality. The authors coldly set forth results. They have injected in it little of human interest. They have given but a scant idea of the way in which capital and labor, organized and unorganized, regard the activities of the various boards or the effect of such activities on the militancy or strength of labor organizations and on their struggle for an ever greater share of the social product.

Nor is the reader made to realize the intimate connection of the problem discussed with the happiness and welfare of the thousands of working class lives. It is not a book calculated to stir the erusader's ardor. However, there is doubtless a certain compensating gain in this very faet and, on the whole, the monograph is to be heartily recommended to everyone interested in social readjustments for its careful analysis and its timely suggestions.

HARRY W. LAIDLER.

ORGANIZABILITY OF LABOR By William O. Weyforth. Johns Hopkins Press. 277 pp. Price \$1.50; by mail of the Survey \$1.61.

To what extent can labor in America be organized? This question, upon which so much difference of opinion exists, has been

#### THE BOOKS

BARNETT and McCABE:
Mediation, Investigation and Arbitra-tion in Industrial Disputes
BIRD: BIRD:
Town Planning for Small Communities
BRIGGS and others:
lows Applied History Series, Vol. III
FERRI:
Criminal Sociology

FREUND:

JMES Sanderds of American Lepislation
JMES Sanderds of American Lepislation
JUD 46M ADDRESS:

LOPE:
LAPP:

most carefully studied and analyzed by Mr. Weyforth. The book contains internal evi-dence of a studious and successful effort to indicate the influence of the more promi-nent factors and to point out the conclusions which are justified from the experiences encountered by the wage-earners in our Ameri-can industries. The obstaeles which these workers are forced to contend with in their efforts to organize are clearly presented, and the methods and agencies adopted by them to overcome these forces are described.

The factors presented by the internal management of the trade union, the characteristics of particular groups of workmen, the nature and form of the industrial organization, the degree of skill required by the various groups of workers, and the general economie life of the country are effectively analyzed and summarized.

Through a liberal use of illustrations taken from the history of the trade unions and the associations of employers dealing with, or influencing them, the author has succeeded in supplying a clear and direct view of the major forces in operation for or against organization.

Mr. Weyforsh's book contains a most valuable summary of the present-day knowl-edge upon the problem, and supplies a fund of information which constitutes a valuable contribution to the literature dealing with economic and industrial problems.

JOHN P. FREY.

STANDARDS OF AMERICAN LEGISLATION

By Ernst Freund. The University of Chicago Press. 327 pp. Price \$1.50; by mail of the SURVEY \$1.66.

The thesis of this book by Professor Freund is that a system of positive principles should be developed to guide the making of statutes, quite distinct from the doctrines of constitutional law which the courts apply when they review legislation. By "positive principles of legislation" are meant settled policies whose soundness is recognized by all reasonable persons, though unfortunately they may be disregarded in the heat and partisanship of legislative contests.

tisanship of legislative contests.

The doctrines by which the courts test the constitutionality of statutes are not principles of legislation in this sense. "Due process of law," upon which reliance has chiefly been placed when statutes have been invalidated, represents a debated policy rather courts unaided be expected to develop satis-factory principles of legislation. Their function is to guard individual rights; whereas legislation must consciously favor social over particular interests. The courts move in an atmosphere of controversy; while the spirit of legislation is that of compromise.

The task of formulating positive principles of legislation Professor Freund regards as peculiarly that of the law schools. When formulated, some of these principles should be enforced by the courts, but many of them will represent ideals rather than essentials. Such principles must find expression through the legislatures; and they will become effective only as legislative practices are altered to insure more carefully drafted bills and more thoroughly considered laws.

A number of principles of legislation are suggested by Professor Freund to illustrate the possibility of standards superior to the vague generalities found in many court de-The correlation of legislative procisions. cisions. The correlation of legislative pro-visions, for instance, is such a fundamental principle, which when ignored will produce failure of policy. But Professor Freund does not aim to state comprehensively the principles of legislation. He recognizes that this is a task demanding the attention of the best students of jurisprudence and most painstaking researches in legislative, judicial and administrative experiences.

This book is intended primarily for scholars; it is, as stated in the introduction, "an essay of constructive criticism." It stimulates thought and suggests further studies. It is a work which jurists and constitutional lawyers will read with profit; however, it will also interest the layman who appreciates the increasing importance of statute law. EDWIN E. WITTE.

WORKMEN'S COMPENSATION
By J. E. Rhodes. The Macmillan Com-pany. 300 pp. Price \$1.50; by mail of the SURVEY \$1.60.

Mr. Rhodes has filled a timely need by bringing together in a historical sketch the threads of compensation development in this country. However, in valuing his discussion of state and stock company insurance, the author's insurance connections must be borne in mind. To assume, as he does, that "the opposition to compensation insurance in stock companies may be reduced to two general specifications": alleged excessive profits and alleged practices in adjustment of claims, is to side-step an important issue.

Criticism of stock company insurance has been directed not so much against "excessive profits" as such, as against excessive expense ratios. In a footnote the author admits an expense ratio under liability insurance of 55 per cent, made up of 25 per cent for agents' commissions, 15 per cent for home office expensea and 15 per cent for adjustment and legal expense. While it is true that under workmen's compensation, stock companies 40 per cent, nevertheless state insurance funds claim to have still further reduced expense ratios to 10 or 20 per cent.

In passing, two additional points may be First, the author's statement that compensation is for the purpose of preventing want and "is in no sense the monetary tained" is open to serious question. To hold thus would place workmen's compensation on a par with poor relief. Second, doubtful whether anyone unfamiliar with the organization of the New York Industrial Commission could possibly gain a correct picture from the description given.

Perhaps the most interesting contribution remaps the most interesting contribution is the author's classification of all laws re-lating to safety and health of employes as "employers' liability" legislation on the ground that such legislation supplements and defines that general principle of common law which requires an employer to furnish a "safe and suitable place" in which to work if he would escape liability for damages in case of lajury to an employe.

IRENE SYLVESTER.

MUNICIPAL OWNERSHIP

By Carl D. Thompson. B. W. Huebsch. 114 pp. Price \$1; by mail of the SURVEY \$1.10.

MUNICIPAL FUNCTIONS By Harlean James. D. Appleton & Co.

369 pp. Price \$2; by mail of the SURVEY \$2.20.

Mr. Thompson gives us a frankly one sided presentation—the case for municipal ownership. His book is almost in the nature of a brief and will serve well as such for those who accept the point of view. It is developed around the theory that public service is a necessity, the chief interest of the public is served by good service and low

charges, the chief interest of public-service corporations is served by poor service and high charges, and that, therefore, the in-terests of the public and of the corporations are incompatible. Municipal ownership has proven efficient and economical, and private service has proven the opposite. There is only one reason why municipal ownership does not prevail, and that is that publicservice corporations have more influence over the politicians than have the people who put them into office.

Professor James has done a service to municipal government by writing a book which is interesting and constructive. Though which is interesting and constructive. I nough perhaps not directly intended as a text-book, it has the special values of being funda-mental and clear, so much required and so seldom found in text-books. For the beginner who would acquire the point of view of the municipal statesman there is probably nothing better. Such controversial questions as municipal ownership are discussed with a commendable impartiality-but the discussion

is genuine.

There is one disappointment in the book. The reader is left with the impression that the housing problem cannot be solved. Housing codes do not provide a solution because they put living quarters beyond the reach of the poor. Municipal housing seems not sound, though it is evidently more economical for a city to house at a loss those displaced by codes than to support them out-"Fundamental change in industrial and labor conditions" will come nearer a solution. Just what does this mean? If, as in the last line on page 214, the unearned increment belongs to the public, why not apply it to the solution of the housing problem? Taking the unearned increment would relieve direct taxes on the earnings of the people, would make it unnecessary to fine a man for building a home, would bring land into use, increase wages, lower the cost of living—in short, it would solve the housing problem.

With these points brought out in a postscript, the volume offers just what the know.

EDWARD T. HARTMAN.

OUR AMERICA

By John A. Lapp. Bobbs, Merrill Company. 399 pp. Price \$1.25; by mail of the Survey \$1.35. Among the many text-books on the ele-

ments of civics, this work by Mr. Lapp standa out as one of the clearest, the most logically arranged and the most helpful for the average student of civics in or out of school. The book is entirely free from statistica and cites only a few "examples." It is a simple, clear descriptive analysis of the needs of the people met by their governments, and the processes by which government serves the people. Instead of taking up, as do most texts, the federal, state and local gov-ernments separately, Mr. Lapp deals with the services and processes as the primary factors, describing under each what the federal, state and city governments do. That

method of treatment thus harmonizes all activities of government, leaving a clear rather than the usual confused picture in

the mind of the student.
At the end of each chapter there are suggestions for further reading and investigagestions for further reading and investiga-tion. The chapters are divided into subject paragraphs. There is a helpful appendix with an outline of the powers of federal, state and local officials, together with the Declaration of Independence and the Con-Valuable suggestions where to write for further information are furnished throughout the book. A simple, well-edited bibliography on the leading topics is in-cluded. The book throughout is carefully

written with every facility for easy use. Mr. Lapp brings progressive ideas to the front, emphasizing at all points the actual services of democratic government to the people, rather than forms or

theories.

ROCER N. BALDWIN.

TOWN PLANNING FOR SMALL COMMUNITIES By Charles S. Bird, Jr. National Mu-nicipal League Series. D. Appleton & Co.

492 pp. Price \$2; by mail of the SURVEY \$2.20

Ten years ago a book of this kind would have created a sensation. But the social considerations in the planning of a small city, first outlined by Prof. Patrick Geddes in his memorable report on Dunfermline, have almost become commonplace now. The questions of interest in reviewing such a report no longer are. Does the author relate his plan to the various social needs of the community? but, How does he thus re-

The Walpole Town Planning Committee, in trying to meet its own problems, has made a thorough study of the planning and administration of small communities generally; and the book under review contains the results of that study as well as the report proper. While the project contains many items which may appear ambitious, including a considerable park and town forest area, street widenings, park ways and civic center, the optimism of the committee seems justified by the excellent improvements which have already been accomplished or are under way. Among these improvements are not way. Among tuese improvements are monly the physical alterations of the town plan, based upon the recommendations of John Nolen, but also the creation of community organizations and permeation of the community with progressive and cooperative aims which, apparently, have borne fruit already in a vitalized social life and heightened sense of responsibility,

IOWA APPLIED HISTORY SERIES, VOLUME III By Briggs, Shambaugh, Patton and othera. State Historical Society of Iowa. 718 pp. Price \$3: by mail of the Survey, \$3.24.

"Henceforth no candidate for the legislature in Iowa may have his name printed on either primary or regular election ballot until he has creditably passed an examination on Applied History, Vol. I (1912), Vol. II (1914) and Vol. III (1916)," No. this is not true yet, but if it were so ordered, Iowa's legislature would soon be nationfamed for intelligence, economy and effi-ciency. Volumes I and II of the Iowa Applied History Series have been previously reviewed in this column, in which "applied history" was defined as "the use of the scien-tific knowledge of history and experience in efforts to solve present problems of human betterment," or, in brief, an effort to harness history for social service. Its process in-cludes impartial investigation, scientific interpretation, expert definition and application of standards

The third volume, Statute Law Making in Iowa, adds further laurels to the enter-prising editor, Benjamin F. Shambaugh. An enormous amount of labor was manifeatly involved as the mere preliminary tasks called for research indexing of 97,000 pages of house journals and volumes of statutes, consideration of the bills and resolutions introduced into the General Assembly, of which there were 29,500 between 1846 and 1916, and threading the maze of legislative proceedings, rules, usages, precedents and orders with judicial interpretations and conatructions.

Necessarily much of the work is descriptive and technical to a degree that would almost defy the possibility of being inter-esting, to say nothing of being popular, since the general subjects are the history and organization of the legislature, its law-making powers, methods of statute law-making: powers, methods or statute form and language, codification, interpreta-tion and construction and drafting of stat-tes and the committee system. However, the various writers have succeeded surprisingly not only in making a complete and succinct summary of all vital information on these subjects, a legislative wade mecum, but also in setting them forth in readable articles. The last section, on Some Ahuses articles. The last section, on Some Ahuses Connected with Statute Law-Making, gives opportunity, of course, for a much more popular and interesting discussion than the historical and technical sections, though the latter in many places are skilfully illuminated by incidents and interpretations.

Much less readable and interesting than the first two volumes, because of the differ-ence in subject matter, Volume III is, nevertheless, an invaluable contribution to the state of Iowa, and worthy of emulation by

C. W. FLINT.

CRIMINAL SOCIOLOGY (Vol. IX of Modern

Criminal Science Series) By Enrico Ferri. Little, Brown and Com-pany. 577 pp. Price \$5; by mail of the SURVEY \$5.30.

One of the most valuable volumes in a useful series, which has already given to an English-speaking public important works of de Quiròs, Gross, Lombroso, Saleilles, Tarde, Aschaffenburg, Garofalo and Bonger, is the one which has just appeared, the first com-

plete translation into English of Ferri's Criminal Sociology. Among criminological studies, Ferri's work has especial significance for its hreadth of view. As a pupil of Lombroso, he is in no danger of forgetting or minimizing the biological factor in the causation of crime; as a disciple of Marx, be lays emphasis upon the social and economic causes which the biologist is inclined to overlook, and he clears up one persistent tangle by pointing out over and over again that to account for the emergence of crime we do not have to choose among the factors involved for the one responsible for the effect, because all work together to produce it. As he puts it, it is as absurd to ask whether the anthropological factors are more effective than the physical or social factors, as to ask whether air or heart contributed most to the life of a mammal, since if one or the other fails, the combined effect disappears."

Ferri's classification of criminals appears to us now somewhat overlapping and difficult to establish in given cases by practicable tests. But it was a distinct step in advance when presented, and afforded a basis for

when presented, and arroted a doass for the better working out of types and tests. Of particular interest is bis full discussion of the treatment of crime. Experience is cer-tainly justifying his fundamental principle of treatment—social defense—as the one which works out the most satisfactory results in the greatest variety of cases.

The translation is satisfactory, although not so readable as the French translation of 1905, from which it was made. But why
use "data" as a singular noun? Reference
to any English dictionary shows that muchmiaused word docketed as "n.pl."

KATE HOLLADAY CLACHORN.

PSALMS OF THE SOCIAL LIFE

By Cleland B. McAfee. Association Press. 187 pp. Price \$.60; by mail of the SUR-VEY, \$.64.

Most readers of the Psalms will wonder why these most personal writings in the Bible in which "I," "me," "my" and "mine" occur many times more often than anywhere else in scripture, should be called Psalms of the Social Life. Students of the social teachings of the Bible have always been puzzled to account for the intense individualism of the paalmists, in view of the fact that their contemporaries in the historical and pro-phetic literature were so corporate in their consciousness and so collective in their action that they scarcely recognized the individual as having status or rights apart from the group with which they identify him. points of view is suggested in the author's assumption that each psalmist had this same consciousness of himself as only one of the

chosen people. But whether this social spirit is brought out of the Psalms or read into many of them may be open to question. In either event, however, an interpretation is given to their most individual expressions which invests them with new interest and significance to the socially minded, and which yet leaves them as expressive as ever of each soul's

them as expressive as ever or each soul's innermost depths and heights. Perhaps only an interpreter who shares the present-day religious social consciousness could have thought of balancing, as this one does, the individual and collective expressions, the personal and national hearings, the particular and general statements of the Psalms. In a new and fresh way, with both scholarship and vision, Professor McAfee relates the self with and against and for the social group, and the group with the social order, and the social order with praise, prayer and the forecast of faith, identifying each with the other not only as they appear in these "psalms of a thousand years, as they are linked at the present, both in each individual experience and in the life of all

G. T.

THE JAPANESE CRISIS

By James A. B. Scherer. Frederick A. Stokes Company. 148 pp. Price \$.75; by mail of the Suavey \$.83. THE JAPANESE INVASION

By Jesse Frederick Steiner. A. C. Mc-Clurg & Company. 231 pp. Price \$1.25; by mail of the SURVEY \$1.35.

THE MENACE OF JAPAN
By Frederick McCormick. Little, Brown &

Company. 372 pp. Price \$2; by mail of the Survey \$2.14.



"Crisis," "invasion," "menace"—the very titles suggest the frame of mind in which Americans present view our relations with our neighbor across the Pacific. President Scherer's unpretending, but sane, informed and schol-arly little book represents the viewpoint of that large body of in-

telligent Americans who recognize without panic the existence of at least one real ques-tion at issue between Japan and the United States, a question capable of heing mis-handled so as to lead us into war, or of being handled with intelligence and considerateness so as to lead to a peaceful and mutually satisfactory solution.

President Scherer finds the essence of the problem to be economic, a question of competition of standards of living on the land. Dr. Steiner, on the other band, is confident that the real question is at bottom racial: while Mr. McCormick belongs to that too numerous school of western journalists who have watched the sinuosities of far-eastern diplomacy so long that they cannot see, or apparently indeed desire, any way out of the perplexities of the Chinese situation but hy a good healthy war with Japan.

President Scherer is a trained scientist who has lived five years in Japan and seven in California, and who has had long familiarity California, and who has nad long ramminatry with our race problems in the South. His judgment, therefore, comes with rare authority, for it is that of a man who knows what he is talking about. He is eminently fair to the Japanese—and to the Californians likewise. To the question, Is Japan militant? he returns a quiet and sensible qualified neg-ative. A high-spirited and sensitive people, responding generously to just and kindly treatment, the Japanese are subject none the less to outhursts of popular wrath when their feelings are stirred, and even their cool-beaded government has more than once been driven into war thereby. "The danger of some sensitive popular explosion is the only menace to our peace with Japan" (page 59). As for the vexed question of assimilation; the Japanese "may be spiritually assimilated to our manners of thought and action, so as to make good citizens," but in view of the intense feeling aroused by racial intermixture, both governments ought, in the absence of wider biological knowledge, to pass laws against intermarriage. "It is a question not of rela-tive superiority, but of prudential policy" (page 86).

President Scherer, it will be seen, is no Japanese alarmist, but he is perfectly clear in his own mind that Americans, with their standard of living, cannot compete with the Japanese on the land, and he therefore holds California justified in trying to prevent Japanese land ownership, but unjustified in refusing, hecause of pressure from business interests, to prohibit all alien ownership of land, thus making a discrimination against the Japanese. He points out, however, that is was not California that hy her alien land law created the discrimination. The United States had already done that by refusing naturalization to yellow and brown and red

The final plea of the book, then, is for national control of our international relations. by constitutional amendment, if necessary, and for a rational code of naturalization laws. Rarely is more real information, sound judgment, and friendly reasonableness packed within a hundred and fifty small pages.

Dr. Steiner's book has the distinct merit of recognizing that the awakening of Asia has a profound significance for the world at large, that it creases a distinct problem for us and demands that we look the facts square in the face. The author calls his book "a study in the psychology of inter-racial con-" and in his view the essence of the difficulty is psychological and therefore racial, rather than economic. A race that bears a distinct external mark is thereby set off by itself; the prejudice that most people feel against those who are different from themselves attaches to all members of the group almost irrespective of individual characteristics. Hence it is not a question of superiority, but simply one of difference.

In consequence of such prejudice, the Japanese in this country, despite their adaptability and their eagerness to acquire American ways of living, are still segregated and isolated. Under such conditions, a people like the Japanese, eagerly seeking full recognition as equals among the nations of the world. and feeling themselves entitled to it, naturally enough insist on being allowed to enter, so far as they are individually worthy, the charmed circle of peoples who are allowed full political and social rights here. This fact, combined with our race prejudice, creates a difficult situation.

Back of this eager insistence, Dr. Steiner points out, is the pressure of economic necessity, the outward thrust of a densely populated and poor land toward a sparsely settled continent of enormous resources. The last-mentioned fact gives the awaking of Asia its significance for the western world, and the United States, as the frontier where the two civilizations meet, must face the situation squarely. But the right of unre-stricted immigration into this country would not materially improve the state of affairs in the East, Relief must come by internal in-dustrial development and social progress.

When that development comes, but not before, we can open our doors to Asiatic as to European immigration.

The working out of any policy, however, is complicated by our race prejudice. Unit is a fact of vital importance in our present situation. The inconsistency such prejudice with our political principles is irri-tating to an intelligent people, and combined our lack of military strength, tends to earn for us Japanese contempt, in Dr. Steiner's judgment. Clever and ambitious people, the lapanese already among us will not submit to segregation in an inferior status, as the Negroes have thus far done.

"Their reaction to segregation will more likely be similar to that of the Jews, who, in spite of their excellent qualities, have tended to make a place for themselves in the European countries where prejudice against them was strongest by taking advantage of the moral weakness and disorganization of the people among whom they lived. A clever people like the Japanese will make a place for themselves in America in spite of all obstacles. Just what will be the nature of the place that our race prejudice will compel them to occupy is worthy of serious con-sideration" (page 192).

Dr. Steiner, then, holds increasing race contacts to be inevitable, and like all serious students of the problem, he has no cocksure judgments as to the results, recognizing that there are two distinct phases of the matter, one social, intellectual, emotional, the other biological. Our immediate concern is with biological. the first.

On our own side our task is to see that American-Japanese contacts take place under only the best conditions, in order that prejudice be broken down, while the Japanese must see the wisdom of permitting only the best representatives of their race to come to this country. "The American-Japanese problem must be worked out by a gradual process which it may take generations in order to make complete" (page 193). Whether the issue between East and West will be worked out along peaceful lines or not "depends upon our skill in handling the situation and upon the prestige that our country possesses because of its fighting strength" (page 209). The second half of the prescription may conceivably be questionable; the first certainly is

These two books may well be read together. Dr. Steiner is perhaps inclined to under-estimate the importance of economic competition in America as a coordinate factor with race prejudice in creating the situation on which mischief-making sensation mongers in both the United States and Japan play for their own purposes; while it was no part of President Scherer's purpose to discuss race prejudice, but only to indicate the actual problem created for us by Japanese immigra-tion—a problem, in his judgment, essentially economic. The two books together constitute an excellent study of the Japanese immigration question. Both are soher, restrained, informing, useful.

Mr. McCormick's volume is their opposite in every respect. It deals with the diplomacy of the past twenty years in China, and is a thoroughly mischievous work. Its author begins by telling us that he has forgotten who told him some of his "facts," that many of them had no chronicler but himself, and that they "cannot be publicly ascribed to their sources, many of which are official and con-fidential." Having thus freed himself from all hampering restraints, he proceeds to re-late the sordid and well-known story of in-ternational finance, trade and investment in China, as seen in the diplomatic sleight-ofhand at Peking, lending to the tale much picturesque embroidery of journalistic incident

Now the main interest of the facts lies in the interpretation thereof, and here Mr. Mc-Cormick spares not. Japan, of course, is the diabolus ex machina that has made all the wheels go round, even though the wheels were spinning merrily for decades before what are facts when we want interpretations? And the master interpretation is this: Komura, on his return from Portsmouth, set the Japanese government on a course of aggressive imperialism that fears not God neither regards man, and the Japanese diplomats have been so much more clever than those of other nations and so much less preoccupied with other affairs that men like Grey and Sazonoff and all the rest have simply moved arms and legs when Japan pulled the strings.

As for our own State Department, apparently John Hay and Philander C. Knox were not lunatics, but aside from them-well, let "In the drama of Mr. McCormick speak: modern China, Tong [sic] Shao-yi has been a political comet whose career in the field of Pacific international astronomy is worthy of the study of those 'by gosh' astrologers who so impressively inhabit the observatories of the State Department in Wash ton" (page 96)-including, evidently, Elihu Root, for the Root-Takahira agreement "was Root, for the Koot-I akantra agreement "was a piece of hopeless insanity by the American State Department" (page 101). Mr. McCormick's judgment and language are not marked by diplomatic restraint, nor

does he sift evidence with care or display profound knowledge of the complicated mat ters with which he deals. Thus we learn at page 242 that our trade with Japan represents a golden gifr to her of an annual halance of twenty-five million dollars and over." course we settle our trade balance by sending each year a shipful of double eagles. On page 246 we find, somewhat to our surprise, "had nationalized all important that Japan industries by lending them state funds," though we know that in fact the government turns over everything as fast as it can to private enterprise, curiously reversing our western method. Again, we discover (pages 3, 265) that it was the seaman's act that drove the Pacific Mail out of our western watersand so it goes. It is truly fortunate that there are some facts that have had other chroniclers-and interpreters-than Mr. Mc-Cormick.

After reading two pages devoted to the deliberate insult that Japan gave us by sign-ing her "predatory pact" of 1910 with Rus-sia actually on July 4—let us beware that we sign no rreaties on May 5, for that is the boys' birthday in Japan-after discovering again to our sorrow (page 328) that we are just like China, this time in having "about and plunderable wealth," and after finding wherever we open the book how unfailingly righteous have always been our aims in the Pacific and how wholly unboly those of Japan-after these and many similar experiences, we are not surprised to learn (page 291) that "the conflict between Japan and the United States is centered in moral principles of life, character, and national existence that find a manifestation in the Pacific and east Asia through the existence of China"-whatever that may mean; at any rate ir gives us a virtuous feeling-and that the only solution is war with a large W.

As if that were not horrid enough, it looks as though we might have to take on Europe, too, before we are done with it: "With its [the United States'] principles and policies in the Pacific a direct challenge to Japan, and with Europe behind Japan looming up across the Pacific, is it going to back down, and hunt its hiding place which never yet it has seen?" (page 337).
Well, we should rather guess not—but big

Mr. McCormick, what language to use among allies

HENRY R. MUSSEY.

MY MOTHER AND I

By E. G. Stern. The Macmillan Com-pany. 169 pp. Price \$1; by mail of the

SURVEY, \$1.10. My Mother and I is the latest on the rapidly lengthening list of books describing in the first person an immigrant's progress along the path of Americanization. It is a significant circumstance that practically all of these later-day pilgrim-writers are Jewish. Apparently the pilgrims of other races are less tempted to analyze their own situation or have less of a gift at doing so. Another significant circumstance is that the distance traversed is great, and the rate advanced astonishingly rapid, indicating a people held down by force in the countries from which they have come, far below the level where

by natural endowment they belong.

Involved in this rapid advance is tragedy of immigrant life, the leaving behind of settled middle age by ambitious youth, to the pain and bewilderment of the old, to the demoralization, often, of the young. It is the distinctive feature of this book, in contrast to the others, to make this tragic situation its leading motive; the parent, not the child, the protagonist. Tenderly and beautifully the portrait of the mother is drawn—her simple kindness, her strength of character, her growing loneliness as the child passes more and more completely into an unknown world, her unselfish acceptance of an inevitable situation.

This is the figure we are inclined to forget, in our delight with the quick response of the young to our efforts to Americanize our newcomer. But this is the figure we must keep in mind, and provide for, if the process of assimilation is to be wholesome and complete, and My Mother and I will help to remind us. Perhaps an even more useful service of the book will be to open some blind young eyes to the true worth and value of their parents, who, although they do not understand America, have been, through sacrifice and service and love, among the most potent helpers of their children to be-

KATE HOLLADAY CLACHORN.

JUDAEAN ADDRESSES; 1900-1917.

In Commemoration of the twentieth anniversary of The Judaeans. Bloch Publishing Co. 192 pp. Price \$1; by mail of the SURVEY \$1.10.

The Judaeans are a distinguished company of American Jews who come together two or three times a year "for the purpose of pro-moting and furthering the intellectual and spiritual interests of Jews." This record of some of the addresses delivered during the last eighteen years was well worth preserving and circulating among a wider public. For, in the intimacy of gatherings where every one present knows every one else, truths are revealed and delicate strings touched which we do not find in the general literature and public speeches on the "Jewish question."

There is, for instance, a reproach to the American Jew by Emil G. Hirsch on the score that he considers his obligation to his race discharged by gifts to charitable agenrace discharged by gits to charitable agen-cies without participating in the effort of building up a Jewish scholarship and cul-ture. Equally important, however, are the interpretative contributions, such as Max J, Kohlee's The Jew in His Relation to the Kohlee's The Jew in His Relation to the Courter Century of the Jewish Immerica, and, specially a, number of et-damerica, and, specially a, number of et-America, and, especially, a number of ad-dresses on the Jew as a citizen in various European countries.



#### TO REGULATE THE DEMAND FOR LABOR

PENNSYLVANIA is the first state on this continent to have embodied in a legislative act the principle, already practiced in several European countries and advocated by economists in all, that public employment, especially on construction works, should be utilized to compensate for decreased private employment at times of industrial depression. This is possible on any considerable scale only if previous provision is made for such expenditures at times of emergency by the accumulation of funds from annual appropriations.

The Pennsylvania act resulted from an instruction of the previous legislature to the Industrial Board to report on the subject of panics and industrial depressions. Governor Brumbaugh took a personal interest in its passage. It provides for the extension of the public works of the commonwealth during periods of extraordinary unemployment caused by temporary industrial depression. An emergency fund is created for this purpose in the custody of an Emergency Public Works Commission consisting of the governor, the auditor general, the state treasurer and the commissioner of labor and industry.

This bill is only a first step, making an appropriation of \$50,000 to constitute a part of the fund; and Otto Mallery, one of the members of the Industrial Board, is now working for a substantial, regular increment to it, preferably a perceutage of the direct inheritance tax. It does not in any way provide for "relief employment" in the accepted meaning of that term, but for an extension of public works, including the purchase of materials and supplies, under the normal conditions and restrictions and through the normal changels.

The Industrial Board, under the act, is obliged to keep constantly advised of industrial conditions as affecting employment and to hold an immediate inquiry into the facts, if reports are received that extraordinary unemployment, caused by industrial depression, exists in the state. If these reports are

confirmed, the board has to report to the governor who is then empowered to call together the emergency commission which sanctions the extra expenditure.

The board is urging the same policy on the larger cities of Pennsylvania with the hope of gradually making it the accepted method of procedure in all towns and boroughs. It has been pointed out that the magnificent public works in many German cities are due to the accumulation of such special funds, often for long periods of years, to be spent at times when the state of employment and other considerations combine to make the execution of large works of construction particularly desirable.

Similar proposals made in a report of the New York Mayor's Committee on Unemployment, about to be published, will be discussed in a forthcoming article in the SURVEY.

#### COMPENSATION FOR THE LONGSHOREMEN

HE longshoremen, left by a decision of the United States Supreme Court without the protection of a workmen's compensation law, have had their privileges restored by a bill which passed the Senate on October 2, and the House on October 5, the day before Congress adjourned. The bill thus rushed through in record time was drawn by the American Association for Labor Legislation at the request of the New York State Industrial Commission, after the decision in the Jensen case had held that longshoremen do not come under the jurisdiction of the state workmen's compensation laws. The desired effect was accomplished by an amendment to the federal judicial code.

#### A CORRECTION

THE last word in the middle colmm of the page facing this should be "fie"—not "hig." The form in which this typographical error occurs was entirely printed before it was discovered. Apologics are due and are hereby rendered Professor Musey—Editor. Representatives of the United States Burnau of Labor, the Industrial Commission of New York, the American Federation of Labor and the American Association for Labor Legislation worked for the passage of the bill. In commenting on it after its passage, John B. Andrews, secretary of the American Association for Labor Legislation, said:

The men who load and unload vessels are at this time peculiarly indispensable to the country and to the allies in the successful conduct of shipping. In preparing the bill upon official request it was aimed to open the way for a comprehensive application of state compensation laws to industrial accidents in marine employment.

# WORKING THE SCHOOLS DOUBLE SHIFT

F the author of the famous sentence I in the ordinance of 1787, "religion, morality and knowledge being necessary to good government and the happiness of mankind, schools and the means of education shall forever be encouraged." could view a typical American public school system today he would probably refuse to believe his eyes. He would find children singing, dancing, listening to lectures and concerts, attending clubs and mass meetings for public discussion, and taking part in athletic exercises and games at times when in his day school buildings were locked and dark. And he would find adults doing these same things in as great or greater numbers than children.

Interesting light on the current transformation of the public school in this country is shed by a bulletin written by Clarence A. Perry, of the Russell Sage Foundation, and just published by the United States Bureau of Education. This contains the first data upon afterclass activities gathered under the bureau's new school-extension record system. During the year ended June, 1916, 463 cities conducted 59,218 group activities in public schools after 6 P.M., entirely exclusive of night classes. Since cities were relied upon to do their reporting, these figures are probably too low, a number not taking the trouble to fill out the questionnaire sent to them.

#### NOW READY

## FINANCIAL FEDERATIONS

Report Prepared by a Special Committee consisting of

W. FRANK PERSONS, Chairman,

till recently Director of General Work, Charity Organization Society, New York City.

WILLIAM H. BALDWIN,

Member of the Board of Managers, Associated Charities, Washington, D. C.

FRED R. JOHNSON,

till recently General Secretary, Associated Charities, Boston, Mass.

EUGENE T. LIES,

Superintendent, United Charities, Chicago, Ill.

Presenting Detailed Data regarding the Financial, Educational and Social Aspects of the Work of Federations of Philanthropic Agencies engaged in Collective Raising of Funds, with Certain Recommendations and Conclusions.

PAPER, LARGE OCTAVO, 285 PAGES, PRICE POSTPAID \$1.00

# AMERICAN ASSOCIATION for ORGANIZING CHARITY 22nd Street and Lexington Avenue, New York, N. Y.

Physical activities, such as gymnastics, games and folk-dancing, received the most attention, 17,000 of the occasions being devoted to them. Clubs, both social and athletic, come next, with quiet games, concerts and adult society meetings being about equal in the attention they received. The cities that report paid extension workers number 150.

School buildings are being used more and more also for election purposes, both as polling places and for holding primaries. One hundred forty-three cities report such use during 1916.

# TEXTBOOKS OF THE NEW

IN order to bring "the lessons of patriorism and of national and international relations within the comprehension of children" the federal government is resorting officially to the use of lesson leafters in public schools. These will consist of reading matter to be put directly into the hands of pupils. Leafters of thirty-two pages each will be issued every month from October to May. Each issue will be divided into three lessons, one for the fourth, fifth and sixth grades, one for the seventh and eighth grades and first high school classes. The leafters will be issued by the Food Administration and the Bureau of Education.

The object of the instruction to be given is declared to be "to educate a rising generation that will know better than its predecessors how to conduct the business of living." Conservation is to be one of the keynotes. To begin with, home and local problems will be emphasized. Prof. Charles H. Judd, director of the School of Education at the University of Chicago, who is editor of the leaflets, hopes thus to work outward from a center familiar to all pupils into wider fields that they know little of.

The October leaflets contain lessons on The Western Pioneer. The Varied Occupations of a Colonial Farm, and Spinning and Dyeing Linen in Colonial Times. These aim to show pupils how simple were the wants of our early colonial days, when the home was the school, the hospital, the factory, the recreation center and, many times, the church.

As society became more complex, work left the home to seek water-power, factories grew up and public schools, hospitals, and transportation, city water systems and all the complex structure of city and the system and all the complex structure of growth, it is expected, will give a vivid picture of production, transportation, distribution and conservation of natural resources. School children will learn the interdependence and solidarity of the peoples of the world. The first lesson in the October leaflets, for example.

points out how war involves cooperation and economy. France, withdrawing her artisans, chemists and engineers from the firing line, is held up as an example of intelligent cooperation.

The adoption of the plan followed a letter addressed by President Wilson to school officers throughout the country, urging them to "increase materially the time and attention devoted to instruction bearing directly on the problems of community and national life." At an aggregate cost of eight cents, it is said, each pupil can be supplied with 256 pages of reading matter during the year. Reprints will be obtainable from the superintendent of public documents at Washington.

# THE NEW WAY OF HEALING WAR WOUNDS

IF anyone doubts that the "public" is interested in even such technical matters as the prevention of suppuration in war wounds, he must have changed his mind could he have seen the crowd that packed itself into the New York Academy of Medicine on the evening of October 5 to hear Dr. Alexis Carrel tell of his treatment of wounds by drainage. Khaki sat side by side with civilian dress, but the audience held also meny who could not claim either an M. R. C. or an M. D. degree.

Briefly, the achievement which Dr. Carrel worked out at the American Ambulance at Neuilly is this: A way was found by which an antiesptic solution, which should be potent without being irritating or destroying good tissue, could be kept for prolonged periods in close contact with infected portions of wounds.

This is made possible by inserting in a wound several tubes from a single fountain, each having lateral punctures in addition to the opening at the end. Around these tubes a light wrapping of sterile gauze is placed. Then at inter-vals of about two hours, a special solution known as the Dakin-Carrel solution pours slowly into the tubes and reaches all parts of the wound and is held there by the apparatus until absorbed. The first step, even before this drainage technique begins, is the thorough cleansing of the wound. Clotted and infected tissue is cut away; careful search is made for bits of clothing, splinters of wood or even soil and gravel, which may have been forced into the body at the time of the injury, especially if the wound has been caused by a high-power explosive. If the man has had to lie for some time on the field or in the trench, infection from his environment is inevitable. Another source of danger is gas gangrene. or the growth deep below the surface of organisms which spread through the body, rapidly causing a formation of

The good Google

Dr. Carrel finds that often twentyfour hours suffices for this treatment,
and that by that time the wound is free
from infection and may be closed. The
determination is made, bowever, not
upon external appearance of patient or
wound, nor upon feelings general or
local. Constant bacteriological tests
are made, and not until a smear is three
times found free from bacteria is it
deemed safe to go on to the final task,
that of closing the wound. In all, four
steps or stages represent Dr. Carrel's
method: Mechanical stertilization, chemical sterilization, bacteriological control,
and the closing

The important point in the discovery was the finding of a solution which would not irritate. Several earlier experiments on record were abandoned because of failure at this point. The results are to be credited to the splendid teamwork of different scientists—physicists, chemists, bacteriologists and a mathematician—who together worked out this problem and made suppuration in hospital surgery forever unnecessary. The illustrations in color which Dr. Carrel showed were from his own hospital cases in France.

#### PLOTTING THE SOLDIER'S MENTAL CURVES

IN four of the army training camps psychologists have begun the task of measuring the mental ability of every soldier there enrolled. The object of this work is not merely to eliminate mental defectives; rather, to find exactly what kind of work each man can best do in order to avoid misfits and their costly consequences. Emphasis is placed upon the positive aspect of the work. As Major Yerkes writes in the current issue of Mental Hygiene:

In military as in industrial organizations reasonably suitable places can be found for those of little intellectual capacity quite as readily as for those of great ability.

So the psychologist is studying the soldier with the view of classifying him according to his mental characteristics and placing him at the task for which he is best fitted.

The tests upon which this classification is to depend have been prepared by a committee of the most representative psychologists of the country. Out of their experience they drafted a plan of examination and measurement. Then they tried out this original plan upon groups in all parts of the country, and according to results modified or extended it.

Members of this committee were Dr. R. M. Yerkes, of the University of Minnesota, chairman, who is now in charge of the section of psychology at the army headquarters, Washington; Prof. W. V. Bingham, Carnegie Institute of Technology, Pittsburgh; H. H. Goddard,

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Vineland, N. J.; Dr. T. H. Haines, Ohio State University; Prof. L. M. Terman, Stanford University; Dr. F. L. Wells, Waverley, Mass., and Prof. G. M. Whipple, University of Illinois.

The tests are proceeding at Camp Devens, Masachusetts; Camp Dix, New Jersey; Camp Lee, Virginia; Camp Taylor, Kentucky. Findings of the examining staff will be referred to the psychiatrist in charge, and made available to the company commander, who is, however, not obliged at present to be guided by them. It is believed that the demonstration of the worth of such study will be so successful as to justify making expert service of this type the basis for all future selection of officers and training of men. This was the recommendation of the National Research Council, organized months ago at the call of President Wilson and now serving as a department of the Council of National Defense.

That such work has possibilities far beyond the duration of the war, is the belief of the National Committee for Mental Hygiene through whose com-

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SECRETARY and Assistant to head of large New York social settlement desire position with an organization whose director is a very busy person and would be glad to have the assistance of a trained young man, 26 years of age, with seven years' experience in club, neighborhood and civic activities. Address 2622 Struvy.

STENOGRAPHER wishes work evenings and Saturday afternoons. Address 2615 Survey.

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INSTITUTION or family desiring competent managing housekeeper communicate with 2621 SURVEY,

#### HELP WANTED

WANTED—Young Jewish woman of executive ability and case work experience to take charge of work with delinquent girls. Address 2611 SURVEY.

#### MISCELLANEOUS

WANTED—Private institution for two young men 21 and 30 years respectively, who are deaf, dumb and blind. Nice clean men in need of home, not helpless. Address communications to L. EDWARD LASHMAN, 1228 Tribune Building, Chicago, Ills.

INDEX to Volume 38 of the SURVEY (April-September, 1917) will be ready soon and will be mailed to libraries and to all others who have asked for earlier indexes. Sent free to others on request to the SURVEY, 112 East 19 street, New York city.

mittee on war work these significant beginnings are being made. The chairman of this committee, Major Pearce
Bailey, has been placed in charge of the
entire field of psychiatry. He has under
his direction, in addition to the psychologists, a corps of over two hundred
psychiatrists and neurologists. These
are now on duty in all the camps examnining all recruits in order to eliminate
those unfit for duty because of neuropathic conditions. The findings will be
important for future efforts in vocational
guidance and all educational development.

# THE LAKES WELFARE PLAN IN OPERATION

WHEN the United States Shipping agreement succeeded in preventing the strike of 10,000 seamen on the Great Lakes, they were instrumental in securing for the sailors a substantial increase in wages. This, however, was only one out of six demands made by the Lake Seamen's Union. Perhaps the most important of the other demands involved the abolition of the discharge book and the so-called welfare plan. This is a matter that has caused controversy for a number of years between the union and the Lake Carrier's Association.

The welfare plan has much in common with welfare plans of other employing corporations. But it has one important difference; sailors can be hired only through the assembly rooms which have been established in various ports on the Great Lakes, where the sailors are supposed to gather and where certain comforts are offered them for which they pay one dollar a year. When a man pays his dollar he becomes a "welfare man," and is given what is known as a discharge book. Captains are not allowed to hire a man who does not possess one of these books. When a man is hired he must deposit his book with the captain or chief engineer, and when he leaves an entry is made indicating the character of his services. To quote the printed rules of the association:

If this entry be "good" or "fair" the book shall be returned to the man, but when in the best judgment of the officer such entry cannot justly be made, and in every case of desertion or failure to serve after engaging, the book shall be returned by the master to the secretary of the association, together with a startthough the superior of the superior with a superior of the s

The union claims that this constitutes a black-list of unusual efficiency, and consequently they are bitterly opposed to the welfare plan. A study has recently been made of the plan by the United States Bureau of Labor Statistics, which is to be published in a forth-

## CHINA INSIDE OUT

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coming bulletin of the bureau. A summary of the study is published in the Monthly Review of the bureau for September.

As an indication of dissatisfaction, the report cites the fact that the rate of turnover on the association's boats, in 1916, was more than 600 per cent. "The interpretation and practical application of this open shop principle, and the actual operation of this welfare path have," the report states, "undeniably had a damaging effect upon the lake unions." The writer states that the officers of the Lake Carriers' Association are making an earnest attempt to enforce a policy of neutrality toward the union, but he continues:

The general effect of the welfare plan in the actual administration of its provisions by the general officers of the association, its commissioners, and those in authority on its commissioners, and those in authority on the control of the control

# HOW AND WHEN TO GO TO

HOMER FOLKS, secretary of the State Charities Aid Association of New York, sends the association the following cable from Paris:

After two months in charge of the Department of Civil Affairs of the American Red Cross in France, I have gained the following definite impressions:

First. A large number of new and useful social activities have been started by the French in all parts of France since the war began.

My Red by Google

Second. The plans of work of some of these institutions are extremely good, but as a whole they are without coordination.

Third. There is great interest everywhere in tuberculosis and child-welfare work, and American agencies operating here in these lines have wonderful opportunities. Fourth. There is complete accord and sympathetic coordination among all Ameri-

can organizations in France.

Fifth. If the present rate of progress can be maintained it is possible that France will have in four years, notwithstanding adverse conditions, an equipment of agencies for the prevention of tuberculosis and infant mortality second to no state in America.

Sixth. There is great need for additional workers who bring special technical experi-ence, such as physicians with special experi-ence in tuberculosis or child-welfare; trained nurses with health experience; social workers with general experience. Some knowledge of French is very desirable. All such who are willing to consider coming should apply through the American Red Cross in Washington, and start only when and as sent for from here.

Seventh. There is no need for additional Americans without special experience and special qualifications.

Eighth. All American social workers here re delighted with the favorable opportunity for constructive work.

Ninth. Everything which the State Char-ities Aid Association workers can do at home to increase the effectiveness and improve the quality of social work has an important and directly useful effect here.

Tenth. I am thoroughly convinced that American relief work here is being pushed with exceptional devotion under expert direction and promises exceptional results.

#### COLUMBIA'S FACULTY AND TRUSTEES

PROTEST against the dismissal of Profs. J. McKeen Cattell and H. W. L. Dana, two members of the Columbia University faculty whose positions were declared vacant by the Board of Trustees last week because "they had done grave injury to the university by their public agitation against the conduct of the war," has already become tangible. Charles A. Beard, professor of politics, resigned on Monday partly as a result of this action, and both John Dewey and James Harvey Robinson have expressed their resentment.

Professor Beard is one of the most widely known teachers in American universities. In his letter of resignation to President Butler he said:

I have been driven to the conclusion that the university is really under the control of a small and active group of trustees who have no standing in the world of education, who are reactionary and visionless in politics, narrow and medieval in religion.

Declaring that he was among the first to urge a declaration of war by the United States and that he believed we should now press forward to a "just conclusion," he said:

I am convinced that while I remain in the pay of the trustees of Columbia University I cannot do effectively my humble part in sustaining public opinion in support of the just war on the German empire or take a position of independence in the days of recon-struction that are to follow.

Professor Robinson declared that "we fear that a condition of repression may arise in this country similar to that which we laughed at in Germany," and Professor Dewey issued a statement in which he said:

I regard the action of Professor Beard as the natural consequence of the degrad-ing action of the trustees last week.

Professor Cattell, the trustees charged. had written letters to members of Congress endeavoring to influence them to vote against sending soldiers of the new national army to Europe. Professor Dana is a trustee of the People's Council and has been active in pacifist circles: he attended the recent meeting of the council in Chicago, which was interfered with by the police. He was assistant professor of comparative literature and Professor Cattell was professor of psychology.

Professor Cattell, who is editor of the Scientific Monthly and the School and Society and has been on the Columbia faculty for twenty-six years, is denied his pension from the university and also from the Carnegie Foundation by the action of the board.

In dismissing the two professors, the trustees said that "the members of the committee on instruction of the faculty of applied science, representing the entire teaching staff of the Schools of Mines, Engineering and Chemistry. united in a written request to the president that they and their work be protected from the ill results of the activities of Professors Cattell and Dana."

#### COMING MEETINGS

[Fifty cents a line per month; four weekly inser-tions; copy unchanged throughout the month.] Massican Public Hearth Association, Was Megting, Washington, D. C., Oct. 17-20. Head-quarters, Hotel Willard. Acting secretary, A. W. Hedrick, 126 Massachusetts Ave., Boston,

#### PERIODICALS

Fifty cents a line per month; four weekly inser-tions; copy unchanged throughout the month. A. L. A. Book List; monthly; \$1; annotated mag-azine on book selection; valuable guide to best books; American Library Association, 78 East Washington St., Chicago.

American Red Crass Magazine; monthly; \$2 a year; Doubleday, Page & Co., publishers, New

York.

American Journal of Public Health: monthly; \$3 a year; 3 months' trial (4 months to Suavay readers), 50 cents; American Public Health Absociation, 126 Massachusetts Ave., Boston.

sociation, 126 Massachusetts Ave., Boston. A Voice is the Wilderweit; 31 a year. A magazine of sane radicalism. As present deals particularly with our autocratic suppression of free speech, free press and peaceable assembly. An indispensable magazine to the lover of liberty. 12 Mount Marris Tark, New York City.

Setter Films Movement: Bullets of Affiated Committees; monthly; \$1: ten cents an issue. Information about successful methods. Address National Committee for Better Films, or National Board of Review of Motion Fictures, 70 Fifth Ave., New York.

The Child Labor Bulletin; quarterly; \$2 a year; National Child Labor Committee, 105 East 22 street, New York.

The Cinb Worker; monthly; 30 cents a year; Na-tional League of Women Workers, 35 East 30 St., New York.

The Co-operative Consumer; monthly; 25 cts. per year. Co-operative League of America, 2 West 13 St., New York.

The Crisis; monthly; \$1; National Association for the Advancement of Colored People, publisher, 70 Fifth Ave., New York.

The Critic and Guide; monthly; \$1 a year. Devoted to medical sociology, rational sexology, birth control, etc. Wm. J. Robinson, M.D., Editor. 12 Mount Morris Park, New York City. The Dial; fortnightly: \$3 a year; five months' trial to Suaver readers \$1. Constructive articles on social aspects, war and peace, by H. M. Kallen, of Committee on Labor, Advisory Commission, Council National Defense, starts October 11. The Dial, 608 So. Dearborn St.

Chicago. The Journal of Home Economics; monthly: \$2 a year; foreign postage, 35c. extra: Canadian, 20c.; American Home Economics Association, 1211 Cathedral St., Baltimore, Md.

1211 Categoria St., Battimore, Md.
The Journal of Negra History; quarterly; \$1 a
year; foreign subscriptions 25 cents extra; cancerned with facts not with opinions; Association
for Study of Negro Lifa and History, 1216 You
St., N. W., Washington, D. C.

Life and Labor; \$1 a year; a spirited record of the organised struggle of women, by women, for women in the economic world. Published by The National Women's Trade Union League, Room 703, 139 North Clark street, Chicago.

Mental Hygiene; quarterly; \$2 a year; Natio Committee for Mental Hygiene, 30 Us Square, New York.

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National Municipal Review; monthly; \$5 a year;
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The Playground Magazine; monthly; \$2; Recreation in Industries and Vocational Recreation are discussed in the August Playground. Problem of the Playground in the August Playground. Problem is taken up in detail by A. E. Mettdorf, if Spring field, Mass. Price of this issue 5.90. Playground and Recreation Association of America. I Madison Ave., New York.

Proportional Representation Review; quarterly; 40 cents a year. American Proportional Repre-sentation League, 802 Franklin Bank Bidg.,

Public Health Nurse Quarterly, \$1 a year; na-tional organ for Public Health Nursing, 600 Lexington Ave., New York.

Secial Hypiene; a quarterly magazine; \$2 per year; The Social Hypiene Bulletin; monthly; \$25 per year; both free to members; published by the American Social Hypiene Association, 105 W. 40 St., New York.

Southern Workman; monthly; illustrated; folk song, and corn elub, and the great tidal move-ments of racial progress; all in a very human veln; \$1 a year; Hampton Institute, Hampton,

The Survey; once a week, \$3; once a month, \$2; a transcript of social work and forces; Survey Associates, Inc., 112 East 19 St., New York.

#### CURRENT PAMPHLETS

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Making the Boss Efficiency. The Beginnings of a New Industrial Regime. John A. Fileb. Reprinted from the Suavey. 5 ets. Survey Associates, Inc., 112 East 19 St., New York.

Associates, Inc., 112 East 19 St., New York. Fire Reconstruction of Realcilor for Hubanity. Baccalaureate sermon preached by Rabbi Eman-uel Sternheim, Sioux City, Iowa, at Nebraska State Normal School.

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#### KEY

If you know the name of the agency or organization, turn direct to the listings (3d column) for address, corresponding officer, etc. [They are arranged alphabetically.]

If you seek an unknown source of information, turn to the subject index, following. The initialings correspond to capital letters in names of agencies.

If you want to know the agencies at work in any great field of social concern, turn also to this index. [They are grouped under major subject clas-sifications, as "HEALTH," printed in capitals.l

Correspondence is invited by the correspondence is invited by the agencies listed; questions answered (enclose postage for reply) and pamphlets supplied free or at nominal charges. Membership is not required of those seeking information, but ofor those seeking information, but of-fers an opportunity for you to share spiritedly and seriously in your com-munity or profession in an organized movement which is grappling with some country-wide need or cause.

If you are uncertain where to turn, address the Survey, and we shall en-deavor to get your inquiry into the right hands.

#### SUBJECT INDEX

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### NEWTON D. BAKER, Secretary of War, Speaking on War-Camp Community-Recreation Service at the National Conference at Washington, October 23, Outlined the Need for the Service in the Following Words:

"The otilide of the community has got to be continuous and growing in its hashiality and in its conscientious recognition of the right way of stolking the problem of the toldier. There boys are going to France; they are going to face conditions that we do not to take about, that we do not like to take about, that we do not like to take about, that we do not like to take about, and the continuous accifices. I want them and expanded content are about the manned; I want them adequately aread and clothed by heir Government; but I want them to have invisible armor to take with them. I want them to have an armor made up of 0 set of social habits replacing those of their hones and communities, a set of social habits and a state of social mind born in the training compy, o new solider state of mind, so that when they get overseas only removed from the reach of our comforting and restraining and helpful hand, they will have gotten such a state of habits as will constitute o moral and will tullectual armor for their protection oversear. Vou are the mades of that armor."



You are asked to contribute to the War Camp Community Recreation Fund because broad, national support is necessary to the success of the undertaking. You are really contributing hours of sunshine and recreative pleasure to the boys who are enroute to battlefield trenches. It is a very satisfying feeling to know that you, personally, have been instrumental in keeping these brave lads safer from moral harm than an army has ever been before. Your contribution buys the brighter side of warfaredances in private homes, fellowship in clubs, athletic tournaments, choruses. It means that there will always be a SAFE place for that boy to go. Let there be material help in the outstretched hand of friendship.

National Headquarters of the War Camp Community Recreation Fund, 1210 G Street, N. W., Washington, D. C. Contributions should be made payable to the order of the National Treasurer of the Fund, Mr. Charles H. Sabin, president of the Guaranty Trust Co., New York City.

### The High Cost of Good Literature

AMERICANS abroad invariably express their astonishment at the low price of books in Europe as compared with prices in the United States. In England, France, Germany, Russia, they find low-priced editions of practically every author who has achieved literary prominence. Innumerable "libraries" are published in England and on the Continent to retail (according to the binding and quality of the book) at seventy-five cents and less. These series contain not merely popular reprints of popular fiction, but the masterpieces of Strindberg, Nietzsche, Anatole France, Oscar Wilde, Shaw, Maeterlinck, Dostoyevsky, Turgenev, and others. Books by these authors retail in the United States in ordinary cloth binding from \$1.25 to \$1.75. American publishers, asked to explain this situation, have said there was not in the United States a sufficiently large demand to justify the publication of low-priced editions.

Two young men planning to enter the publishing business did not accept this estimate as correct. They asked themselves what had contributed to the success of these libraries abroad and why nothing similar had been done here.

This was the situation as they analyzed it: Books to retail at low prices must be manufactured in large quantities and without speculative risk.

For the last twenty years the book publishing business of the United States has been in the thrall of the "hest sellers." The commercial possibilities of popular fiction proved a temptation too strong for American publishers to resist. Literary standards were swept aside in the attempt to issue what the public wanted. Publishers became caterers to popular taste, and the energy of authors was diverted to supply soothing syrup literature for tired business men and bonkon fiction for ladies of leisure. The honey of literature was neglected for the saccharine of commercialism. The short story, the novel, drama, poetry, each had its day and its fashion. The successful publisher had to be awake to the public moment.

But in the matter of public taste there is no certainty, Catering to the public is a speculation and every success involves a dozen failures. Just so long as the business of book publishing remains speculative the book buyer must pay the losses of bad speculation.

To the two prospective publishers good literature seemed pre-eminently non-speculative. But they still had to learn whether it could be sold in sufficiently large quantity to manufacture at lowest cost. The judgment of American publishers was adverse, but these two men were idealists and optimists. They were convinced that American application of good literature would be no less than that of the peoples of Europe. General and widespread appreciation of good literature they felt had been thwarted in the United Strates by the high cost of good books.

These two young men planned a series of books that was to be attractively made and that would give Americans everything that foreign libraries gave the people of Europe. They started The Modern Library in the Spring of 1917 with twelve titles by such representative modern authors as H. G. Wells, Anatole France, Maeterlinck, Strindberg, Oscar Wilde, Kipling, Dostoyevsky, de Maupassant, etc. These books were bound in a beautiful limp Croft leather with title stamped in gold, printed on good quality paper in targe type and made to retail for sixty cents per volume.

The success of the series was immediate. Letters poured into their office. Some marvelled that they could publish such attractive books at such moderate prices. Others wrote to give encouragement to the new venture. Literary critics hailed The Modern Library as "The most important publishing event of 1917."

Clifford Smyth, literary editor of the New York Times, wrote: "If real merit in typography, binding, convenience, and—best of all—subject-matter, counts for anything, these books are certainly deserving of a fine measure of success. They fill a need that is not quite covered, so far as I have observed, by any other publication in the field just now."

William Marion Reedy, J. B. Kerfoot, H. L. Mencken, W. H. Wright, and a hundred other critics in periodicals throughout the country, joined in praise of The Modern Library.

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### Crutches into Plowshares

A Lesson for the United States in the Reconstruction of Canadian War Cripples

By Douglas C. McMurtrie

ACTING DIRECTOR RED CROSS INSTITUTE FOR CRIPPLED SOLDIERS AND SAILORS

1LES from any settlement, plowing up virgin prairie with powerful gasoline tractors and gang plows—this was my first view of the training for disabled Canadian soldiers in the Province of Alberta. Ther was no need to ask if the work were practical. The "boys," as the returned soldiers are popularly known in the dominion, were out on the land doing a full day's work, with almost no assistance from the instructor who was with them, and under conditions fully as difficult as they would encounter in actual labor on a farm.

This was the class in "gas engineering, with special attention to tractor practice." The average course in this subject is about nine months in length, during which time the men learn both the theory and operation of a gasoline engine. They start on the floor of the shop with a stationary machine, which they take apart and pur together again; which the instructor puts out of gear, for the men to locate the trouble and make the indicated repairs or adjustments. At the same time the men are receiving instruction in such simple features of mathematics and engineering drafting as will be of help to them.

But this is one of the last stages in the preparation of the disabled soldier for return to civilian life. There are many others that go before.

When the men of the Canadian forces, crippled in action, began to return from the front, it was decided that the nation owed them: a duty which could not be discharged by mere pension award. The Military Hospitals Commission was recreated to provide for these soldiers such convalescent care as would put them in as good physical condition as possible, and such vocational training as would fit them again to become productive members of the community [see the SURWEY for April 7, 1917]. This was a new theory of governmental responsibility to the ex-soldier, and, in common with the other belligerent countries, Canada had to do pioneer work in the development of the system. Progress has very naturally been slow; in fact, in some parts of the dominion the complete organization of the work has not yet been effected.

The clearest conception of the Canadian plan can be gained from a study of its working in some specific district, and the most favorable for this purpose is the Province of Alberta. It seems that many of the first enlistments in the Canadian expeditionary force came from the West, and many of the earlier returns were in consequence first received there.

The injured men receive their early surgical treatment in the base hospitals in France and England, but as soon as practical, the more serious cases are invalided home. The hospital ships and transports usually disembark at an immense disharge depot in Quebec. Here the men are classified into specific medical categories, and, so far as possible, those of no further military usefulness are distributed to their own home districts. There is granted at once a furlough of from one to two weeks to enable the soldier to visit his family; he then returns to the convalescent center to which he has been assigned.

A soldier who enlisted in southern Alberta is assigned to the Ogden Military Convalescent Hospital at Ogden, a suburb of Calgary. The building utilized by this institution was formerly a hotel which, due to miscalculations regarding the direction of real estate development, was not being used at the time the war opened. There is also an annex, a store building made over into dormitories.

The main building contains the administration offices, small wards and private rooms, quarters for masage, electrical work, and other medical treatment, general dining-room and kitchen, diet kitchen, bowling alley, library, a lobby of generous dimension, and three classrooms. In the annex there is also a carpenter shop, in addition to dormitories and rooms. Cases requiring more or less active medical treatment are housed in the main building; men in an advanced stage of convalescence live in the annex across the street.

The institution is military in organization and discipline. Though the Military Hospitals Commission is a civilian body and a separate department of the government, it was thought wise arbitrarily to attach to it a military auxiliary known as the Military Hospitals Commission Command, charged with

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GREAT CHANGE FROM DIGGING TRENCHES

the exercise of military authority over the soldiers, not yet discharged, but under the care of the commission. As the men are convalescent from serious injuries, the disciplinary administration is not exacting, but in cases of serious misbehavior there is available all the machinery of courts-martial.

The medical treatment and the military routine take but little of the men's time. Most of the day is free for good use or ill. Here appears the new feature in providing for the disabled soldier. The commission provides occupation in various classes and shops for the men who are willing to participate. This work has a double purpose.

First, it acts as occupational therapy; it benefits the mental condition of the men by giving them something to think about beside their own troubles; it is an advantage to their physical condition in that it brings into play—involuntarily on the man's part—disused and semi-paralyzed functions. To many men who have given up hope of ever again doing useful work, one simple operation mastered leads to the attempt at still another. Thus is ambition kindled once more.

Second, the work in the shops and classes has a direct practical value to most of the men. There is evident advantage to adult men on the verge of return to civilian life in "brushing up" the subjects they learned in school. A farmer taking even a short commercial course will be setter able to keep accounts of his business transactions; the householder learning at the bench to make simple articles of furniture will find this facility very useful, in doing odd jobs around his place.

Occupational therapy is thus the first category of vocational work, which is undertaken rather casually during the period of physical convalescence. Such activity would terminate with completion of the medical treatment. The second category—and the one of by far the greatest economic consequence—is known as vocational re-education. This is intended for men whose permanent disability debars them from returning to their former occupation yet who would profit from retraining in some subject within practical limits of instruction. This category embraces the serious and thorough preparation of the war cripble for self-support.

The administration of the vocational work is in the hands of the vocational branch of the commission, directed by T. B. Kidner. The local work in the province of Alberta is in the hands of Dr. James C. Miller, hard-headed and practical in spite of his scholarly attainments, a man who, as director of vocational education for the province, has been accustomed



THE HENS MAKE PETS AS WELL AS A LIVING



to relating educational plans to the practical requirements of the industries.

Education is a provincial function in the dominion, and by reason of differences as to language and religion, the prerogative has been jealously guarded. In some provinces this has led to embarrassment. In Ontario, for instance, there has been built up a local organization for vocational training of disabled soldiers. The local and detail direction is provincial. the financial direction federal. This division of authority does not make for efficiency. Though the national commission may provide funds for a certain facility, the provincial officials may delay indefinitely in providing it. Though the instruction authorities may wish to put some plan into operation, the national officials may thwart it by refusal to grant the necessary funds.

In Alberta there has been worked out a more logical arrangement. The provincial director of vocational education is employed on half-time by the Military Hospitals Commission and is thus responsible to the commission for the positive aspects of the work, which is conducted to all intents and purposes as a national activity. In a negative way, he is responsible to the province to see that nothing is done prejudicial to Albertan interests. Controlling both the national activity and the provincial agencies of technical education, he has no difficulty in bringing about desirable cooperation between the two.

At the Oaden hospital, the convalescent soldier is urged. as soon as he is able, to attend one of the classes which are there in progress. The decision to do so is voluntary, but the vocational officer and his assistants have so stimulated interest among the men that requests are received from them when still in bed to save places for them until they can get about.

There is a general commercial course within the general limits of which the pupils specialize in bookkeeping or in stenography and typewriting. The minimum length of the course is six months, and, whenever desirable, the period is a clerk in a hardware store, a third had been a restaurant employee. The effort is not to turn out expert accountants, but rather men so trained that they can keep books of a retail store or do work of similar caliber.

Another class is for teaching the English language to disabled soldiers of allied nationality-foreigners who had enlisted for service in the Canadian forces. The objective method of instruction is used, the men being taught the English words for specific objects, and later shown how to construct sentences to express their simple wants. This makes it unnecessary for the instructor to know the native language of the pupil, and it is possible to have in a single class men of varied tongues.

A third class is in preparation for civil service examinations, with a view to employment in the postal or revenue departments. This is especially appropriate, as returned soldiers are given preference in appointment to civil service positions. Arithmetic, spelling, composition and commercial geography are the principal subjects of instruction.

#### Outdoor Work Especially Helpful

In the woodworking shop the men can have elementary training in carpentry. They make simple articles of furniture, which they are permitted to take home when leaving the hospital. There is also training in mechanical drafting.

For the men whose disabilities made it important for them to be out of doors, a garden club and a poultry club were formed. Gardening and care of chickens proved the most valuable of all the occupations in the way of beneficial exercise. The men's appetites became more normal and their sleep less fitful; the exercise was especially beneficial to the men who had suffered from gas poisoning. There are eight or ten chicken houses for the men taking poultry work. Each of the garden workers has a plot one-twenty-fourth of an acre in extent, the product of which he is free to dispose of. Several of the men took prizes on their products at the agricultural fair.

All the work so far described comes within the category of occupational therapy, which may be entered upon infor-



THE MOTOR CLASS

mally by any man resident at the convalescent hospital, but which would cease when the medical officer declared treatment completed and discharged the man from the institution.

But it has been provided that any man debarred by disability incurred in the war from resuming his former employment, yet capable with special training of becoming self-supporting in some new trade, may be "re-educated" at the expense of the Military Hospitals Commission. As early as possible in the man's convalescence he is interviewed and put through a "vocational survey," in order to determine what is the wise course for him to pursue. The soldier is informed regarding the possibilities and, after his confidence has been gained, he is advised by the vocational officer. It is necessary, however, that the final choice be made by the man himself. He then comes before the Disabled Soldiers Training Board, made up of the district vocational officer, the medical officer, and a representative of the local employment organization dealing with placement of returned men. This board reviews the program for the man's training, approves it if satisfactory, determines the place and method of instruction, estimates the length of the course and the cost and recommends the proposal to the authorities of the commission at Ottawa. If there is no objection, the district vocational officer is instructed to carry out the plan suggested.

If the crippled soldier enters on the determined course of training and decides he made a mistake in his choice, he is given an opportunity to change by going again through the same process. If he does not make as rapid progress as expected, his period of training may be extended.

The man approved for re-education may thus be discharged from the army without prejudice to his educational work. As his military pay ceases, his pension and vocational allowance begin. The separation allowance to his wife is also continued. The net total of these various payments is about equivalent to what he received while still in the service. He may thus pursue his training without the burden of financial worry.

The informal occupational work frequently dovetails with the re-educational instruction. Thus a man who casually enters a commercial class and finds he likes the work, may continue at bookkeeping under the re-educational category. The simple shop work of the invalid often helps to disclose a mechanical talent along one line or another.

The choice of trades in which war cripples may wisely be trained is of primary importance. In addition to considering whether men with certain types of physical disability can engage in a given trade, its present and prospective employment possibilities must be taken into account. If it is a seasonal trade, if the number of workers in any locality is so small as to make difficult the absorption of many newly trained men, or if the industry is on the wane rather than enjoying a healthy growth, the indications are negative. The ideal trade is one in which the wage standards are high, the employment steady, and the demand for labor constantly increasing. In picking trades, the present boom conditions are discounted. It is also necessary to relate the choice very intimately to conditions of the local labor market.

In this particular connection, Alberta was in an unusually favorable situation. Just prior to the war there had been planned a vocational survey of the province, the results of which were to determine the lines in which additional trained workers were required, and thus to indicate the subjects in which vocational education should be provided. The findings of this survey came in very usefully in dealing with disabled soldiers, because the jobs for which employers needed more trained men were just those for which the disabled soldiers might most profitably be prepared.

Within the limits of choice industrially imposed, a wise determination must be based on past experience. A competent journeyman bricklayer who has lost an arm may be prepared by a suitable course in architectural drafting and the interpration of plans, to take a position as construction foreman of a bricklaying gang. It were idle to give such a man a course in telegraphy. But a train hand who has been all his life familiar with railroad work may most wisely be trained as a telegraphic operator, with a little commercial instruction on the side. This man will then be fitted to obtain employment as station agent at some minor point on the road. There is an additional advantage in instances such as the two mentioned in that the former employer will be willing to engage again a man with whose record and character he is familiar

—once there is assured his competence in the new capacity. This rule applies, however, only to men who were, previous to their enlistment, operatives in the skilled trades. Their problems are the simplest of solution. But in the present war, when not only professional soldiers but whole nations are in arms, there will return disabled many young men who had not yet attained a permanent industrial status. Some will have entered the army direct from high school or college; others will have been migratory workers, who had not yet found a permanent niche and whose experience has been too varied to



LEARNING INDOOR TRADES

be of much value; still others will have been drawn from unskilled and ill-paid occupations which hold little future opportunity for the able-bodied worker, and almost none for the physically handicapped. Among the latter will be found those who have been forced to leave school and go to work at too early an age, and to whom society has not given a fair chance. When they now return from the front, crippled for life and having made a great patriotic sacrifice, it is surely the duty of the state to repair so far as practicable the former inequality of opportunity and provide for them the best possible training. It would be a cause for national pride if, in the future, such men could date their economic success from the amputation of their limb, lost in their country's service. And this is entirely within the realm of probability.

All the re-educational work of an industrial character is provided at the Provincial Institute of Technology and Art, at Calgary. The pupils as civilians live with their families, board where they please, or, if they desire, live at a military depot. They attend the institute as day pupils. This Provincial Institute of Technology and Art had been organized as a link in the general system of public education in Alberta. Its plan was most practical; in the words of the director, "it was to perform the same service to trade and commerce as do the universities to the professions." When the returned soldiers began to arrive home, it was decided to defer its opening to regular pupils and turn it over temporarily to the use of war cripoles.

Here a variety of trades are taught most capably; they cannot all be described in detail. There are courses in machineshop practice, gas engine operation (stationary or tractor), automobile mechanics (operation and repair), electric power station practice, railroad or commercial relegraphy, surveying, architectural drafting, and the manufacture and repair of artificial limbs.

One interesting activity is the preparation of men to serve as sanitary inspectors. The course is intended especially for men who have in the past been plumbers, steamfitters or carpenters, or who have had elementary medical training. To undertake this work successfully, it is considered that the man must have superior address and personality. Graduates of this course take examinations for the certificate of the Royal Sanitary Institute, the possession of which enables them to qualify anywhere as to fitness. The men are employed by municipal health authorities, in food plants, abattoris and the like.

At the institute there are classes in mathematics, in which



THE WOOD-WORKING SHOP



LEARNING TO BE DRAUGHTSMEN

the men work out problems arising in their mechanical work, and classes in English in which they write reports of their technical activities. There is also elementary instruction in chemistry for men taking up any line where this would prove helpful.

In principle, the Military Hospitals Commission expects to meet the expense of such training. But the Province of Alberta has been more than generous in the division of financial responsibility. All capital expenditures, except a specific sum for some motor equipment, have been met from the provincial treasury, together with about half the total of teachers' salaries. The other half of the salary expense has been nationally defrayed.

Men who have educational attainments of a certain grade may be trained in the normal schools of the province to be public school teachers, manual arts teachers, or instructors in commercial subjects. These opportunities are especially good. In such instances the province meets every expense except for the maintenance of the pupil and his dependents and the books and supplies which he may individually require.

Agricultural instruction is provided in the farming schools of the province under similar terms.

To complete a description of the facilities for disabled soldiers in Alberta, it should be added that in Edmonton, the large city in the northern section of the province, there is a convalescent hospital with accommodation for 250 men, and exactly comparable with the Ogden institution already described. Here are maintained classes in commercial subjects and occupational work in gardening and woodworking. Men at any point in Alberta, approved for industrial courses, come to Calgary for instruction.

At Frank, in the southern part of the province, is a hospital for tubercular cases accommodating 55 patients. One teacher gives instruction in commercial subjects.

So much for an objective description of the re-educational facilities in the Province of Alberta. Yet with all the equipment and organization, the results might be extremely poor. Since they are, however, unusually successful, the reasons may be disclosed by a critical consideration. What conclusions evolved by practical experience will afford guidance in the organization of similar work in the United States?

One of the first reasons for success is the caliber of the men directing it. This requires no analysis or elaboration. It should not require comment.

Another factor making for the quality of the results of the

plan is its treatment as industrial rather than as manual training. Every effort is made to approximate the conditions of the men's instruction in difficulty and character to the conditions of employment which they will enter.

The teachers are skilled operatives of wide practical experience, rather than pedagogues. The first effort is to find a competent man who has seen military services overseas. The second choice is a physically handicapped civilian; the third a civilian not eligible for military service. It is an inflexible rule, however, that no instructors shall be in uniform. Even men taken from the military service perform their instructional work as civilians.

The relations of the vocational officers with the representatives of organized labor are most intimate and cordial. There is frequent conference with the Provincial Trades and Labor Council and its local branches. All the unions allow the period of training to count toward apprenticeship time required in any trade. The labor men have been helpful further in advising as to essential features of instruction and in insisting upon the importance of thorough training—that courses should be too long rather than too short, as the natural tendency would be.

The most important feature of all—one on which success or failure depends—is the character of personal relation between the educational officers and the individual men. It is to the perfection of this relation in the Alberta organization that must be ascribed the major share of credit for the results obtained. The situation throws much light also on the discussion as to whether men under re-education should, in the American plan, be retained under military discipline.

It has already been said that the decision on the part of the soldier to undertake training must be voluntary. The necessity for this is almost self-evident, for, though a man under military discipline can be ordered to a classroom, he cannot be made receptive or enthusiatic. The unwilling pupil will learn little indeed. But the voluntary choice can be stimulated and inspired.

Before urging the convalescent soldier to take up some line of occupational work, the vocational officers in Alberta make an earnest effort to become personally acquainted with him and to gain his confidence and friendship. They address a man as "Mr. Tackson"-a small point, but noticeable after visiting other training schools for disabled men. They treat him in every way as an equal, no more and no less. In dealing with a civilian, the returned man is entirely at ease and talks confidentially over all aspects of his present situation and future prospects. In this relation it is easy to persuade him to undertake some activity instead of passing in leisure long hours of tedium; particularly is this true when the class work is interesting and the results useful. It should be recalled, however, that the relation described is not easy of establishment between a private in the service-worn out and discouraged-and a superior officer. In the presence of a major the average private is more or less awed and not in a position to discuss freely personal and intimate details.

So the vocational officers establish over the men an influence more effective than cold and formal discipline. It is established by painstaking individual attention, tact, an understanding sympathy, and personal force. Its establishment is costly in that the number of soldiers under such "discipline" by a given man is limited, and in that the strength of character and general caliber of the vocational official must be well above the average. Lacking in these qualifications, the adviser must be a failure in his job, and the quicker he is weeded out the better for his pupil veterator. When one of the soldiers, a foreigner who spoke English with difficulty, returned home—after an absence at the front of nearly two years—to find his wife on the point of delivering a baby, he came in his trouble not to the military officer resident at the institution, but to "his friend," one of the vocational officials.

Let us now consider the fitness of the military officer in dealing with the economic rehabilitation of disabled men. With armies recruited from civilian populations, as has been the rule with the democratic peoples in the present war, organizations have been effected almost over night and promotions have been spectacular and rapid. It does not follow, however, that the man who makes an effective fighting officer in the trenches will be apt in dealing with matters of social and economic character. The officer, who enlisted as a civilian for overseas service and has returned disabled and of no further military value, would ordinarily desire his discharge from the army at as early a date as possible so as to return to his former occupation. The man who wishes to remain on the strength. considering it a good job, will probably be of the least desirable type for the work in hand. And a regular army officer would be quite out of touch with industrial require-

If it is argued, however, that line officers should not be utilized in dealing with the returned man, but that civilians specially fitted by past experience to deal with the physically handicapped should be commissioned for this purpose, it may be observed that the men who have done duty abroad seem to have no respect whatever for the officer who has not seen similar active service and been exposed to the same dangers as have they themselves. It has been found in Canada an administrative necessity to put in charge of institutions for returned men, officers who have themselves been invalided home from France. They regard the uniform as a badge of military honor, to be won in actual battle experience and, although they have entire respect for a civilian expert in some particular line, they would not have the same respect for the same civilian if they considered him masquerading as a military officer when not actually a military man. If expert civilians are to be used for this purpose there is still another reason against commissioning them and putting them in uniform. This consists in the natural breach between the officer and the private, to which reference has already been made.

An example of the cooperation of educational authorities and pupils may be seen in the students' council at the Institute of Technology and Art. This council has limited powers of self-government. It works out the social and recreational program and recently voted for an increase in the daily hours of work. The school management asked the council for advice on the content of some of the courses. The answers were seriously considered, and many of the recommendations were adopted and incorporated into the curriculum. Such a relation discounts the agitation of the "sorehead." The men have particularly requested that they be thoroughly prepared for the employment to which they will go, even if studies must be made harder.

That the men appreciate the value of training has been evidenced in several ways. Some graduates of the course in moving-picture operating who were already at work in regular jobs asked if there could not be organized for them a morning course in opties, so that they might be enabled to make further progress in their field. Needless to say this was gladly done.

The work in Alberta is still in its infancy, but its service already to the war cripple is well worthy of imitation,

### Social Christianity Pays Honor to Its Pioneers

### By Graham Taylor

T is a far cry from the time-a generation ago-when Washington Gladden's messages rang from Springfield, Mass., as a voice in the wilderness, to the day-a fortnight since-when the thousand delegates of the National Congregational Council instinctively rose to their feet to greet him as he rose to endorse the report of its Social Service Commission. The clamor, suspicion and rancor which for many years had challenged his demand for the application of the common faith to the social conditions of the common life, had long since lapsed into silence. Here, bearing lightly the weight of his eighty years, he stood in his own church to receive this impressive token of the affectionate homage of the whole congregational fellowship.

And well did he deserve it, and sure was he to win it. For his vision of the future was never out of sight of either the present or the past; his steady, measured tread forward never put him out of sight of those who were facing in the same direction; his mental poise was such as ever maintained the sense of spiritual proportion and historical perspective; his balance between the passion for progress that brooks no needless delay and the patience of the "geologist's time sense" that let him dare to fail while waiting to win, assured his reaching the goal. While under the continuous fire of criticism through all these years, which not seldom degenerated into misrepresentation, unwarranted suspicion and even bitter ostracism. his Christian spirit and his loyalty to the church, his brethren in the ministry and the great human cause never flinched nor failed. At once nestor and contemporary, leader and comrade, pioneer and conservator, civic soldier and "sweet singer" of Christian hymns, leading writer and first citizen of his city, minister, and more than all, manliest Christian man, the signs of the times that now are and are coming to be salute Washington Gladden.

Other voices accompanied or followed his in the initial efforts to proclaim and propagate the new evangel of social Christianity. Oscar McCulloch, from his congregational pulpit in Indianapolis and by his leadership of the humanitarian advance in his city, state and the middle West, translated the old gospel in terms of modern scientific charity, and applied it through the state's reformatory, restorative and preventive efforts for the dependent, defective and delinquent classes. Prof. Francis G. Peabody led the way at Harvard for the social training of the church's ministry and laity by his practical and scholarly courses on social ethics. Pres. William J. Tucker, at Dartmouth College and Andover Theological Seminary, took the same initiative and wielded powerful influence at these two institutions. David Allen Reed, at Springfield, Mass., through long years of heroic, self-sacrificing struggle against indifference, ridicule and the withholding of financial support, succeeded in establishing training schools for the laity to fit young men for the new profession of the Young Men's Christian Association service, and young men and women for the teaching and superintendency of Sunday schools. Chief among the initiators of the modern Christian social movement, these men stood to rally followers who now are everywhere at work in city and rural

socialization, in pulpit and press propaganda, on the farflung missionary frontier abroad and across the frontier in the rear at home, "clearing" and directing their efforts through social service commissions in every church fellowship and through that of the federal council of practically all Protes-

Similar initiative and fast-pervading organizations are resulting in the varied social work of the Roman Catholic parishes, sodalities, Knights of Columbus and federations of Catholic charities and other social agencies. Jewish charities and popular educational and agitational effort for social progress have all along been in the vanguard of progressive movements.

Thus the churches are not only responding to the advancing spirit of the age, but have prompted and led it to a degree not always fairly recognized, possibly because not commensurate with the obligation, resources, and opportunities which are recognized as the advantage and assets of the church in the social movement.



WASHINGTON GLADDEN Dean of the social movement in the churches

### The Drink Problem in France

### Conditions Facing Our Soldiers

### By Elizabeth Tilton

In the light of this war France has become convinced that alcoholism is a danger as serious as Germany itself. . . . Without a decisive victory over Germany, France would lose its position as an independent nation. Without a victory over alcoholism, she would be doomed to a slow but hopeless decadence.—Jean Finot, president of the Alarm (preface to L'Alcool Contre la France, Maurevert).

WO things the American people should do and do soon: One is to learn for themselves the conditions in France into which a million of the very flower of the land will be injected, and second, to act on this knowledge. Gallant France! Submerged as she is with misery, it may be hard to protest against anything she does, but if silence should mean, not today perhaps but tomorrow, barren women, blinded children, tuberculosis, insanity, disease unspeakable, then it were cowardly not to speak and speak now.

And it is good to know that in asking protection for our boys in France, thousands of French hearts will be with us. Says the editor of the Revue, Paris, August, 1917: "The "Teddies' who arrive from the United States total or partial prohibitionists are exposed to multiple dangers and temptations. Let us take care! We shall commit a great wrong if we allow the boys of America to be exposed not only to the dangers of being slain at the front but to the still greater

danger of being slain by alcohol at the rear.'

France is the only great country where there are more deaths than births. She faces depopulation. In 1911, for example, (in every 10,000) there were 187 births to 196 deaths, a loss of 9 persons, while Germany gained 113. This disease, depopulation, was brought home to France by the fact that owing to it and to the increasing number of men who did not measure up to the required standards of service, France was obliged to demand three instead of two years' military service in order to keep her army large enough. Some acts "stab the spirit broad awake," and this event stabbed France into thinking about the reasons for her depopulation.

To what does France lay it? Various reasons are given. Lapouge (Selection Sociale, p. 188) sums up current explanations thus; the demand of the civil code, love of wealth, lascivious tastes, aristocratic pride in being an idler, and, Lapouge himself adds, the substitution of the Christian ideal of duty towards God in place of the savage ideal of duty towards the race; but principally the crossing of races in France which he thinks leads to infecundity. In recent years, however, another

cause has been added-alcoholism.

France is the most alcoholized of all the countries, her consumption in terms of pure alcohol (as far as figures are available) being 22 liters per capita, against Germany, 7.47 and United States, 6,89. As for distilled liquors, we find this wine-drinking land using 8.8 liters per capita, Germany 7.29, United States 5.51 liters (1906-10). (Drink Consumption in the Different Lands, J. Gabrielssohn, Paris,

Says Dr. Colombier (thesis 1912): "It is alcoholic poisoning that is responsible for this terrible evil, depopulation, rendering our men incapable of producing healthy offspring."

In truth, the drinking of liquor and the ever-ready opportunities afforded for drink in France are unbelievable, according to George Maurevert (L'Alcool Contre la France, 1915, p. 33). One drinkshop there is in France to every 83 persons; in Boston, Mass., about one to every 750 persons (and we think this very excessive); in the state outside, one to every 1,000 is allowed. We read that between 1811 and 1891 there were 70,000 new drink shops in France, and "the increase continues." Again and again up to 1914 did France try to get limitation of her saloons, but in vain. The capital in alcohol was too strong, nearly one-half of the active adult males in France being connected with the business (Louis Jacquet, Alcool, p. 892). And so the scourge of alcohol depopulates a nation that Gambetta called "the most moral person, France."

We hear how the first act of M. Raymond Poincare, (Maurevert, p. 57) when he became president of France, was to visit the unfortunate. At a great hospital, Dr. Jacquet, physician in charge, showed him the following figures which

he himself had collected at the hospital in 1912:

Alcoholics in hospital, 1912: Of these 111 moderate drinkers had lost 66 children 80 heavier drinkers had lost 73 children 117 very heavy drinkers had lost 220 children

Alcoholies breed, Dr. Jacquet explained, but their offspring die off quickly, and thus France succumbs to depopulation. Much moved, President Poincaré turned to the reporters and begged them to give the widest possible publicity to the facts.

### Alcohol and Depopulation

INDEED France fairly bristles today with investigations of the reasons for depopulation, and oftener than not the trouble connects itself with alcohol. In France every year over 100,000 persons die of tuberculosis (Chebasse, p. 19), and an investigation by M. Merman, director of public hygiene, in his report to the minister of the interior on the public health of France, 1906-10, brings out an exact correspondence between the districts that drink the most and those where they die the most from tuberculosis. Indeed, doctor after doctor, investigating for himself, has become convinced that, as Professor Landouzy says: "Alcoholism is making the bed for tuberculosis." For example, Dr. Cailler found that out of 95 tuberculous patients, 90 per cent were, if not out and out alcoholics, at least excessive drinkers of alcohol. Dr. Letulle says: "The Parisian workman is alcoholic before becoming tuberculous; out of 717 men that had tuberculosis I found 80 per cent who were alcoholized." Dr. Bausiwen, after a series of personal investigations, said: "The best preventive medicine for tuberculosis is to wage war on alcohol." Dr. Courmont, of the Lyons hospitals, examining 1,000 patients, found 442 alcoholics. Of these 200 had tuberculosis, although out of 588 others only 41 were tuberculous. (Chebasse, pp. 21-22.) "Reader," says M. Chebasse, "one has to confess that these figures speak out loud!"

Still more telling are the figures of those two learned men, Drs. Baudran and Brouardrel, giving a comparison of deaths due to tuberculosis in relation to the amount of alcohol consumed per capita and per annum (Chebasse, p. 23);

	berc f in			per 10,000 ts	Liters of al
From	30	10	40	deaths	12.47
From	40	to	50	deaths	13.21
From	50	to	60	deaths	14.75
From	60	10	70	deaths	16.86
From	70	10	80	deaths	17.16
From	80	10	90	deaths	17.80

Coming to insanity, we find the same alarming talealcoholism is a main source of this terrible scourge that ravages France. Dr. LeGrain, chief physician of the asylums of the Seine said. 1897: "There are confined in France 80,000 insane; one-fourth, or about 20,000, owe their malady to alcohol." As a matter of fact, he tells us, the curve of insanity and the curve of drink in France run parallel, and a careful investigation ordered by the minister of the interior showed that the districts where the people drank the most were the ones where the number of insane is generally high and that, as was to be expected, the proportion of alcoholic insane is higher than in the districts with low consumption. (Economiste Français, 1907, Vol. II, p. 943; see Chebasse, p. 27.)

It seems amazing when one knows the facts that anyone can say, "No drunkenness in wine-drinking countries." The people on the spot do not say it. Says Dr. Hercod, editor of the Internationale Monatsschrift, in French Switzerland: "I laughed aloud as I read the passage where good Dr. Sborboro says that intoxication is practically unknown in Switzerland. According to official statistics, drink with us is an operating factor in 10 per cent of deaths of men over twenty years. Twenty per cent of our mental disease, 40 per cent of our crime and our alcoholism, come from fermented drinks, wine and beer. In Italy 28.3 per cent of lunatics in asylums are there because of drink."

Says a rich French lady reporting to M. Jean Finot on conditions in the agricultural regions of France during the war: "I have had to give up working my fields, for whereas before the war my men got drunk only once a week, they now get drunk three times a week." (France and Alcoholism in War-Time, Jean Finot, Translation, American Issue Publishing Company, Westerville, Ohio,)

M. George Berry, deputy from Paris, speaking in the French Chamber, January, 21, 1913, (Maurevert, p. 62) said: "My portfolio is full of letters from commercial travelers telling of the terrible conditions in the provinces of France." He then gave the following specimen:

I have traveled for twenty years for the wine trade in Brittany and Normandy; it is sickening to witness daily such scenes as I do. I have seen parents give calvados [brandy] to children of three years. I have seen young fellows of sixteen at breakfast with a little quart of calvados to every two of them. I have seen groups of women and children lying dead drunk in the road and in the ditches. I have seen a little girl of three or four years weeping bitter tears because her mother was not giving her quickly enough her drink of brandy

Can anybody really think that this means less drunkenness than we have in the United States?

The fact is, our boys will meet in France a curious mental attitude towards drunkenness, and we may as well get to know this attitude and then meet it as well as we can. Up to 1863-70, France was principally a wine-drinker. Then came the phylloxera, a disease that destroyed her vines. In this period France greatly increased her production of distilled liquors from grain, beets, etc., and rapidly became almost insane for ever stronger and stronger beverages, until the deadly absinthe and the appetizers came to their present (1914) enormous proportions. Absinthe is said to be made of four deadly drugs and five deadly poisons.

Now there are two schools. One, the half way school, would prohibit absinthe and distilled liquors but allow wine and beer. Some members of this school declare that wine and beer are wholesome drinks. Others say they are not wholesome, but the wine interests of France are so powerful, the vineyards such an enormous industry, that there is no hope of erasing them; the thing to do is to get what you can, that is, prohibit absinthe and distilled liquors. This is one school. The society called the Alarm, of which M. Jean Finot is president, belongs to this school.

This school predominates. Many of them affirm that, of course, wine makes drunkenness but drunkenness is an unavoidable evil. Drunkenness is simply taking too much at one time. Alcoholism is constant imbibing, till one is diseased, dies prematurely of tuberculosis, epilepsy or madness, leaving, in turn, offspring that die off easily. This alcoholism they fight and they affirm that France had drunkenness before she took to absinthe but did not have alcoholism.

Against this school are the abstinents. They affirm that an anti-alcohol movement that grants wine, beer and drunkenness as necessary evils will never stop the depopulation of France from alcoholism. Total abstinence is the only efficient method. They show that tuberculosis and insanity from too much alcohol connects itself with the heavy wine-drinking that goes on as well as with absinthe, and that France had these troubles before the days of absinthe. Thus as far back as the wine drinking days of 1767, the celebrated Lieutaud (Chebasse, p. 20) wrote: "Tuberculosis comes from immod-

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FROM A FRENCH ANTI-ALCOHOL POSTER

erate use of wine and liquors." In 1831, Becquerel wrote: "Diseases from drunkenness are the following—tuberculosis," etc. Again they cire various investigations showing that wine is not only augmenting the craving for the stronger drinks but a cause of trouble in itself. Thus Dr. Lancereaux in his report on Tuberculosis at the Congress of 1905 (Chebase, p. 24), shows the drinks used by 1,220 cases of tuberculosis:

Drinks with essences (like absinthe)	25
Drinks-essences with spirits	25
Drinks-spirits alone	9
Drinks-spirits and wine	9
Drinks-wine	14
Drinks-mixed spirits, wine and essence	38

There wine is certainly contributing its share. Coming to figures of wine and insanity, an official investigation made in 1907, comprising 9,932 cases, showed the following degree of responsibility for each drink (survey ordered by minister of interior, 1907, Chebasse, p. 29):

	Men	Women	Tota
Absinthe	1.372	165	1,53
Brandy	1.911	720	2,63
Beer or cider	453	211	66-
Wine	1.275	480	1.75
Appetizers (apéritives)	2,051	1,294	3,34
•			
	7.062	2,870	9,933

There wine is again an operating factor in insanity. The fact is that men tend to drinks on much of these lighter drinks that the amount of pure alcohol consumed often equals that taken by the drinker of distilled liquors. Dr. E. Q. Millett, of Berne, found that as the consumption of distilled liquor declined in Switzerland and the consumption of wine increased, the actual per capita consumption in terms of pure alcohol rose 10 per cent (years compared 1880-1884 with 1893-1902).

Dr. Forel, of the Asylum Ellikon, found in a period of eight years, that out of 500 alcoholics received, 450 were alcoholized by wine and beer (report of Brussels Anti-Alcoholic Congress, Vol. II, p. 7).

The facts, really, are on the side of the abstinents. You can not have a successful anti-alcohol movement that prohibits absinthe and spirits only but accepts wine and beer as wholesome drinks and drunkenness as a necessary evil.

The plain truth is that our boys are going to a land where wine-interests conscript much of the scientific thinking on the alcohol question, so powerful are they; a land where, for their sake, wine and beer are allowed to run like water and where prostitution runs like water too.

Up to the beginning of the war, France had practically done nothing, though her parliament had been importuned again and again. They "seesawed," we read. When bills were up against home-distilling, the deputies would say: "If it were for limiting the number of saloons, we might listen"; and when the bill was for limiting the saloons, they would say: "Now if it were for abolishing home distilling, that would be different."

Home distilling does greatly complicate the problem. This privilege of the bouiller de cru is given to men who raise grapes, apples, pears, and the like. They may distill wine made from their own fruits into brandies. These winerandies are always being made behind the door of a country home. The trickling goes on all day long, and it means constant sipping—the baby, the children, mother and father. But the thing that makes the custom so hard to remove is this: Though the sale of these home-made brandies is forbidden they are sold, the selling is winked at, and thousands of francs

thus trickle yearly into the farmers' homes from the trickle behind the door. In some districts laborers are paid in brandy. All this is pernicious, but the custom is so common that it seems few districts, if any, where it obtains, will send a man to parliament who would vote away this source of profit. One argument often advanced in parliament was that the abolition of this privilege would aliente from the newly formed republic important royalist districts which had with difficulty been won to it.

In short, the whole liquor situation is so deep with difficulties, that though the intellectuals understand the conditions and have instituted a fight against them, not until the Germans were marching on her soil did France act. Conditions at that time were terrible. An artillery officer writing to M. Jean Finot, edition of La Revue, said:

On August 2 and the following day I was present in Britany a sub-departure of trainloads of mobilized men, all invoicated to such a point that the guards were ordered to lock the compartments. Although this way done, arrived at Brest these marines continually embarrassing than useful, the naval officer in charge of the district seen them back home. (France and Althohistim, p. 2.)

The first to act was then the governor-general of Nice. He forbade the sale of absinthe on August 8, 1914—called "the victory of the Marne of anti-alcoholism." On August 16, the minister of the interior ordered the prefects of all the provinces to stop the sale of absinthe and similar drinks (Maurevert, pp. 293-295).

On March 17, 1915, absinthe was permanently prohibited by the French government, but distilled liquors, wine and ber are still for sale, though some few restrictions have been introduced, distilled liquors (over 23 per cent alcohol) must be sold with food and so on. According to information given by a French officer at Harvard University, the soldiers themselves have for a ration one-half litter of wine or a liter, of beer or cider, or one-sixteenth of a liter of rum. (A liter is a little more than a quart.)

A great fight is on to stop the sale of distilled liquors, but as yet it has not succeeded. Pictures of conditions are given in a little booklet (L'Union Sacré Contre L'Alcoollim by Jean Finot, translated in part under the title of France and Alcoholim in War-Time by Cora F. Stoddard, 36 Bromfield street, Boston), I quote extracts:

May 17, the L'Ouest Eclair writes:

"From 5 to 9 o'clock in the evening, the stations, which are overflewing with troops (young recruits and old reserviss), turn loose in the city bands of men away from home, having nothing to do, who, during these four hours, go from cabaret to cabaret, eramming themselves into low dog-holes black with smoke, where the sir seems untered to the state of the state of the state of the state of the state or esturn to the barracks.

"What can our generals be thinking of this preparation for the failgues of a campaign, and how can one conceive of the intensive training of our young soldiers under such conditions?

"Thus, well before the departure for the front, the result of this state of affairs shows itself by the daily admission to the hospitals of numerous sick—so numerous that it has been necessary to find an annex to receive them.

"Grippe, pneumonia, or some other infection that would not be dangerous to a healthe organism carries these men off in two or three days, owing to complications due solely to alcohol. The mortality among these men is frigingful. All the physicians now attached to military hospitals could testify to the fact that France thus loses every day hundreds of soldiers. At a time when so many are suffering from this war, is it not extremely painful to see those upon whom the suffering the suffering the suffering that the suffering the suffering the suffering that the suffering the suffering the suffering that the suffering the suffer

"In a city on the western front,, six soldiers whose wounds were nearly healed had permission to leave the hospital for a few hours in charge of a sergeant also convalescent. They went to a little village, stopping at the smoking-room of the place, and asked for a

Courtesy Everybody's Magazine



"Food Made into Drink Is the Most Dramatic Phase of Waste in This Country. It Is Waste of the Blood of Our Soldiers."

drink. When evening came, only one was in condition to get up and start for the hospital. The five others and the sergeant were under the table. In going through the streets, this one made himself to compicuous that he was arrested by two gendarmers and taken back medical care again. It is five comrades and the officer did not return until the next morning, and then in what condition!

The military authorities, shocked by this spree, had all seven sent to prison. The ergeant, who had served so heroically set to from that he had received mention in the order of the day, and in recognition of his exploit was going to be promoted, will be degraded. The soldiers, who had fought courageously and were to have fifteen day'c convalenceme leave of absence at home, having done their prison terms will return to the front without having been able to embrace their families.

In a document which came from St. Lunaire early in December, a lady well known in Paris wrote, among other things, the following: "Our little community has about 550 wounded who, when hardly

"Our little community has about 550 wounded who, when hardly fit to go out, spend their time in the drink-shops. Infortunate Algerians, Arabs, Moroccans or Senegalese are tempted by their French comrades, and the drunkenness produced in these children of distant lands has frightful results. They become a vertiable plague to the population, to say nothing of the danger they have to run as to their own health."

"Before caring for the wounded," a lady of great intelligence and

"Before earing for the wounded," a lady of great intelligence and sympathy writes to M. Fino, "I had no idea to what extent the of dirth can possess certain men. The soldiers who come from the people, especially, only live to get out to go to the drink-show to not estiming they destroy the results of long treatment and watchful care. This is what happened to me in the case of a sick wounded soldier attacked by albuminuria who, hardly out of bed, went out to get abominably intoxicated."

Speaking of alcohol and the wounded, M. Jean Finot again writes:

"I am told that several shelters for wounded solders established
in the outskirts of Paris by philanthropic women are on the point of
being closed. The unfortunate convaluescens, unable to resist the
tempatation of alcohol, often return home dead drunk and provoke
establish which frighten and discovarge the ladies at the head of

"For reasons easy to understand, we cannot publish the names of several ladies who have lately sent me their grievances on this subject. It would be superfluous to multiply examples.

"Mme. Z., who directs an ambulance for convalescents, told me she had to call on the police at least three times a week to have soldiers

taken away who came back dead drunk. One enterprising convalescent having a few francs at his disposal is sufficient to lead off a dozen others into a debauch.

"The evil thus increases daily. I have recently visited some twenty hospitals and ambulances, and everywhere the directresses have said the same thing: 'Alcoholism does irreparable harm to the wounded and the sick. Why is it that the government takes no action to save our poor soldiers?'

"In addition to the press of Paris, which is helping our efforts, all the regional newspapers are doing the same. There are published in them from time to time such revolting facts that one would think them impossible if the local censorship in permitting their publication did not thus guarantee their authenticity.

"Here, for example, is what we read in L'Ouest-Éclair of May 17:
"'All physicians and surgeons who have had the care of the
wounded since the beginning of the war will tell you the enormous
difference there is in the rapidity (or even possibility) of recovery
in two wounded men according to whether they are alsobolic or not.

"The most terrible mutilations heal with a rapidity that seems miraculous in a young and healthy organism; on the contrary, the alcoholics either die more quickly of super-acute complications, or cumber the hospitals for months with interminable wounds.

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"I have had occasion to confer with a considerable number of physicians who care for the military wounded. One ought to hear them relate the difficulties in certain garrisons caused by former and recent alcoholism, for the patients, barely recovered, go to the taverns for consolation and amusement."

Of course, these conditions are, as the thoughtful people of France say, deplorable. Why is nothing done? Why was nothing done in the long years before the war? The French tell us again and again that with nearly one-half of the active adult male population of France vitally interested in the liquor business, the alcohol question becomes an electoral one. To retain his seat in Parliament, a deputy must vote in faxor

of the money in liquor. Says Jean Finot, president of the Alarm (Maurevert, preface):

The best among the representatives of the people do not take up arms in this struggle. Their patriotic vision makes them easily understand all the harm that alcoholism does the country, but the desire to keep their popularity prevents them from acting. The representative spirits of the Third Republic almost always agree with those who combat the evil, but only when they are not in power. Once masters of our destinies, they retreat before the parliamentary majority which is in the power of the drink trade.

Says M. Franc. Nohain: "Our legislators like other monstrosities are preserved by alcohol" (Echo de Paris, February 7, 1912).

Indeed, it has been charged that the French government is elected to save the wine industry and to push it. For example, the French government told the Czar that if he acceded to Finland's demand for national prohibition, it would not loan Russia money. Again when Sweden had to borrow, France demanded that the duty on French wines be lowered by almost one-half (Hercod, Internationale Monatsschrift, March 1909,

In short, that worst of things has happened in France: A private interest has become so vast, so welded among the people, that it is greater than public interest in protecting the welfare of the race.

But we must not feel superior to our gallant ally. To understand all is to pardon all. Our South, our West, that did not have a very strong moneyed interest in liquor, have achieved prohibition. But our East, where there is great money in the liquor business, abounds in congressmen who fight precisely like a French deputy for retaining the business -for example, Senators Lodge of Massachusetts and Penrose of Pennsylvania. Where there is great money in liquor we behave precisely as France does and, of course, it is delicate asking France to do anything outside the camps, for though we tried for war prohibition here at home, up to now we have got very little.

Still we have taken liquor out of our camps and where possible, we have removed saloons from their vicinity, and thus we are trying to train the cleanest army ever raised. We read, however, that once in France our boys will have the French liquor ration. The following is from the Boston Transcript of August 6, 1917;

James Duncan Miller, Liberal member from northeast Lancashire, asked in the House of Commons whether representations had been received from the military authorities regarding the character of any beverages other than non-alcoholic were provided. James Ian McPherson, parliamentary secretary of the War Office, said the cauteeus were similar to those open to the British troops. No objections had been raised by the American military authorities, he added, to similar arrangements in France.

It certainly seems absurd to have a sober army here and a drinking army at the front. It seems more than absurd, it seems dangerous, when one realizes that according to Dr. Haven Emerson, commissioner of health of New York city. (letter to E. Tilton, June, 1917) figures point to the fact that 75 per cent of venereal disease is contracted under the influence of alcohol, and that beer and wine are as good procurers as whiskey-they let down the bars of control.

Raymond B. Fosdick, chairman of the Army Committee on Training Camp Activities, says that every effort will be made abroad to keep the prostitutes away from our camps. Can anything be done at the same time to keep alcohol away. for once alcohol is admitted, the problem of venereal disease rises enormously?

Delicate and difficult as the whole problem is, it must be met. What we need is a government investigation of the whole situation. The French intellectuals do understand the danger and, perhaps, we can, if the right people approach the problem, work hand in hand with our brave ally, to keep both French and Americans and all soldiers from being "slain by alcohol at the rear." At least we can ask for a "dry ration" for our boys.

### THE PARK

By Paul Lyman Benjamin

I S this the park, This gap between the tenements, This lolling tongue of the city Lapping into the water That swirls by in an endless fret and fury?

Is this the park. Where little children play in the grime of the roadway Building their dreams. Dreams of dust. Where mothers, drab and gray, Bowed with the age-old burden of maternity, Bent with the age-old burden of the race, Squat on the benches?

Is this the park, This bit of fenced-in green, This bit of walled-in blue. This bit of shut-in childhood, Is this the park?

### The Eternal Masculine

### By Cecilia Razovski

N her book Woman and Labor, Olive Schreiner makes mention of the fact that one can judge the degree of civilization which a nation has attained by the status of the women of that nation.

We who are interested in the advancement of women in this country have been supinely content to accept as true the statements made by Europeans visiting our land, that the American woman is above all other women of all other nations, the most pampered, the most educated, the most independent, etc., etc. We nod our heads in calm assent when a cultivated Japanese informs us that "America is a woman's country; she it is who has the most advantages here." We forget the thousands of foreign women who have come to us. for the most part ignorant, illiterate and without any training whatsoever, doing what their mothers and grandmothers did before them. We forget that there are thousands upon thousands of European men in our midst thoroughly imbued with the old continental standards regarding women. Yet these old standards must be changed if we are sincere in our desire to attain a higher form of civilization and progress. These strangers from across the water must be taught to discard un-American habits and conventions; to accept new ideals.

No one understands the difficulty of reforming alient standards better than the teacher in the evening school. No one again, is so well aware of the fact that the only way of reaching the foreign woman in the home is through the husband and brother at the school, since the "mamma" (as they call her) is far too busy being a "mamma" to spare any time for school. And, as in the eyes of the husband or brother, the "mamma" is not at all important, nor worthy of much consideration except to see that she performs her manifold duties promptly, cheaply and without much annoyance to her lord and master, teacher's task is rather a delicate one.

Thus soliloquizes an instructor of English to foreigners in a big city night school, as she hastens to her duties, after having participated in a suffrage parade and demonstration that afternoon, in the meantime endeavoring to think up a new lesson which will at once be diverting, instructive and civic, and will contain a feminist moral wrapped up in words of one syllable—simply but subtly.

The class has assembled. The effects of the suffrage parade still lingering, teacher asks one of the pupils what important event had transpired that afternoon. "I bought a new suit, teacher," he makes reply, which is sufficient to dampen the ardor of a suffragist for the time being, and teacher opens her book.

The lesson in the book is about a woman sewing with needle and thread. Pasquale begins to read. Explanations are made; the various pupils spell the words in the lesson and write sentences on the blackboard. "Now, Mr. Contilli," says teacher briskly, "give me a sentence with the word "button."

Mr. Contilli: "I make my wife sew a button on my coat." Teacher, who is still under the influence of the parade, is in no mood to accept the word "make," and proceeds thereupon to explain: "You do not 'make' your wife sew the button our coat, Mr. Contilli. You ask her. You say 'please sew my button on my coat,' and if she is too busy with the baby, you sew it on yourself."

Immediately there is a buzz of interest and amazement

throughout the class. "What," says Mr. Contilli in outraged tones, "my wife she no sew button on my coat, I beat her."

"But that cannot be, Mr. Contilli," patiently continues teacher, realizing with horror that she is dealing with seven-teenth-century minds so far as women are concerned; "in America, men do not whip their wives if they do not do as they are told." And teacher glances at the other men, some of whom have been in this country for a much longer period of time, trusting to receive sympathy and assistance in her effort to free her enslaved sisters.

But no; all the uses are interested, all the men are desirous of taking part in the conversation, but not one of them agrees with teacher. A woman's place is in the home, with her kitchen and her babies—the lives and training of Ameriean girls are dreadful mistakes—even teacher, asserts one man in his broken English (and with due apologies for any possible lack of respect) is not tribilling her destiny. She should "gerta da husban" "as soon as possible.

Teacher sees her opportunity and seizes it. In the simplest of English she gives these men their first lesson in the history of the woman movement—the old, old story of the industrial revolution which forced women out of the hones and into public work, winding up in an eloquent eulogy of the men of America, who were big and broad and noble in their opinions, who permitted women to be educated as men are, and to develop themselves in all fields even as their brothers.

Just as teacher finishes this primer lesson in woman's suffrage, in walks the principal with a gentleman. "Miss R, may 1 present Mr, James?" (Usual business of being delighted.) "Mr. James is connected with the naturalization office here and is desirous of addressing these men on the subject of citizenship. He has blanks, so that possibly some of the men may be willing to fill out their first papers after the matter is explained to them."

Mr. James makes a very business-like talk on the advantages and benefits of naturalization in words of not less than three syllables, and the men listen politely; if not intelligently, to his speech. However, seeing that he has not made himself clear, Mr. James asks the teacher to explain to the men just what the purpose of his visit is, and sits down to await the result.

"Mr. Zatlovic," says teacher, "tell me in your own words what Mr. James has said to you." But Mr. Zatlovic, murming that "he talk too dam big words," informs teacher that he cannot. So teacher, after many attempts to start the ball a-rolling, repeats in A, B, C language the gist of Mr. James's talk and encourages the men to take out their "first papers" and become citizens of this great free land. "You may vote after you are a citizen, you know. You have the right to help select the men who govern this country."

Here Mr. Contilli, the eternal masculine in him still harboring slight resentment because teacher has attempted to place women on the same plane with men, suddenly awakens to a staggering realization.

"Teacher," shouts Mr. Contilli, "you say American men they treat ladies just like men?" "Yes," says teacher, "they—" Mr. Contilli interrupts, grim determination in his eye: "Teacher, if I take out papers, I can vote?" "Yes," says teacher, still not sensing his drift. "Teacher," bawls Mr. Contilli, loudly and triumphantly, standing up in his dek, if American men so good, why ure can vote, and you can't?"





### Prison Walls without a Prison

### A Plan for Restraining and Reforming Offenders in Farm Villages

By William R. George

N 1899, four years after the first George Junior Republic had been started at Freeville, NY, I worked out in my mind a plan for dealing with law-breakers. When I discussed this plan with my co-workers only a few took it seriously. Many were skeptical and a few laughed outright. Since the republic idea itself had been laughed at four years catlier, I was not much aunoyed at this reception. At that time, however, I did not have an opportunity to put the plan into effect (though it has since been tried out on a small scale at Freeville), and I am now putting it before the public in somewhat complete outline because I believe the time is rije for a full and Sympathetic trial of its main features.

The plan is based on many things I have learned in my republic experience. Though possessing perhaps a novel form and exterior, it is in reality little more than an extension to adults of principles already successfully applied to young persons. The Junior Republic and its methods have become very generally understood. A brief reference to Freeville will, however, demonstrate two or three of the principles that I desire to point out before coming to the larger scheme that I wish to propose for dealing with all law-breakers.

The republic is known to be a village, very much like other villages, where boys and girls of varying degrees of waywardness and mostly of minor age live under conditions that they themselves create and largely control. Some of those who become its citizens have been guilty of crime and have been duly sentenced by the courts; others have previously served convictions in correctional institutions; some have only been unmanageable and have been sent to the republic for the training and discipline their parents could not give them; a few of the young citizens have never been bad at all. Not all are under twenty-one, for some do not tell the truth about their dages, being anxious to secure admission to the republic rather than to be sent to another place of correction. We have had them all ages up to twenty-five.

Many of the young outlaws who have come to the republic have been proud of their lawlessness. They had gained popularity with their comrades and notoriety with officials in the cities where they had lived. Their names had been printed in the newspapers; they were persons of distinction and, in their own eyes, of honor. What a change they found when they brought this spirit to the republic! Here their depredations against property and persons injured the very people who had formerly made much of them-their ewn companions. Property in the republic belongs to the citizens, and the citizens have their own laws, courts and machinery of justice, so that when the newcomer committed offenses that had formerly brought him applause, he suddenly found himself arrested by republic officials. He was tried by a court of his own companions, held guilty by a jury of his peers, and ultimately sent to the republic prison in the custody of his own pals. Wrongdoing lost its romance. The result was that his conception of his own relation to society was changed in short order. If he possessed a strong instinct for leadership, the only way he could exercise that instinct was by working

with, not against, the group in which he lived. As he was likely to acquire property himself, he soon came to have a hearty dislike for thieves who could not let what belonged to others alone.

One of the rules at the republic, made by the citizens theuselves, is that a person who does no work cannot eat. The magic effect of putting squarely up to a boy or girl (and some of our citizens, be it remembered, have been really men and women) the alternative of working or starving, has been demonstrated over and over again. Industry is a habit, and one way of forming that habit in a person competent to work, but either lazy or ignorant, is to make him understand that no food shall pass his lips until he shows a desire to be industrious.

For a while in the development of the republic, it was the custom of those who wanted our methods to be put to the test to send us the worst young characters they could lay their hands. Friends did this, as well as enemies. How well we stood the test is now known. It is not necessary in this day to argue that the republic method of reformation, involving self-government and most of the prerogatives of citizenship, has proved successful. The results speak for themselves. It is enough to point to the six other republics now in operation in this country and to the one in England.

One of my co-workers who laughed, in 1899, at the idea of extending the republic system to older offenders was Thomas Mott Osborne. Mr. Osborne was then a member of the board of trustees of the Freeville republic. He quickly came to have a different view, however, and said, in his introduction to my book, The Junior Republic:

Then Mr. George opened my mind to the possibilities of the same principles being used as a hasis for an intelligent and reforming prison system—a system which should be social sanitary drainage—nor merely a moral cesspool. At first I laughed at the iden; then I saw the truth.

Mr. Osborne discussed my plan frequently with me after, that. We agreed that there were two ways in which it might be tried out experimentally. One of these was to test the self-government features in an existing prison or reformatory and among the better class of prisoners; the other was to try it out more modestly on a farm adjacent to the Freeville republic. Mr. Osborne strongly favored the first method, I the latter. I was on the point several times of trying the plan out in the republic itself, but the citizen body seemed wedded to the established methods, (Of course I could have put the plan into operation arbitrarily, but that would hardly have been, as we say at Freeville, "republicy.") Finally, disagreements broke out among those connected with the management of the republic, and my idea of prison reform was forced for the time being into the background. When this internal warfare was over, Mr. Osborne, my closest friend for a number of years, and I were destined to continue our labors in different fields.

The plan that I have referred to, and that I have come to call in my own mind the "social sanitarium," contemplates

the substitution of a single and unique institution for all the production of the state abolishes these, however, it would obtain a large section of land and establish on this a series of enclosures, each several thousand acres in size. These enclosures would adjoin one another. Each would contain a good-sized village, resembling any village of the usual sort. There would be enough land in each enclosure for a limited amount of farming.

The outside boundaries of the whole section would be amply guarded. This may be done by a stockade or by guards patrolling.

Any person found guilty of a criminal offense would be sent by the judge committing him to the first of these enclosures. (Persons convicted of first degree murder, and possibly of second degree, also, may be exceptions to this procedure. For such offenders there could still be capital punishment, or since the feeling against capital punishment is increasing—a special enclosure farm for life imprisonment.) In this first enclosure the individual would live until he had proved himself fit to re-enter society. A group of expert penologists or "social doctors," somewhat resembling parole boards at the present time, but more highly trained for their tasks, would spend a large part of their time in the enclosure and determine when a person is fit to be released. This involves no new principle of penology and is not unlike the idea that has been described by others as the "court of rehabilitation."

In the first enclosure the individual would find himself part of a typical village life. The size of the population would be determined by the number of persons committed by the courts and, of course, vary in different states and at different moments, depending partly upon considerations that I shall mention presently. The population might be one thousand or it might be ten. The same freedom of action that the resident of any village enjoys in the world outside would be allowed here within the enclosure. People would dress and act in the ordinary way, they would be subject to the laws of the state and conduct their own local government.

They would earn their living by their own work. There would be trades to follow and professions to enter. Friends and relatives would be allowed to visit them, and possibly a prisoner's family might reside with him if it desired. That would be a question to be determined later by state authorities. At any rate, every moral force that would benefit the men residing in the enclosure should be permissible. It might be that all money possessed by prisoners would be taken away from them when they entered, to be restored when they left. They would be allowed to acquire property in the enclosure itself, with the exception of land. Individuals might lease small lots of land, but the title would remain in the hands of the state. If those sent to the enclosure had business interests on the outside, they might keep in touch with their associates, though it might be desirable to deprive them of the right to receive income from such sources. They would retain the rights of citizens in matters of government relating solely to the enclosure, but they could not, probably, be allowed to vote on affairs connected with life outside.

The chief disabilities under which persons sent to this enclosure would suffer are four: They would be required to be self-supporting—that is, to work or starve; they would have to support, if possible, their families and others dependent upon them; they would be compelled to make restitution, if possible, in whole or in part, to the persons they had injured by their crimes; and they could not leave until the board of penologists —or "social doctors," as I prefer to call them—allowed them to do so.

Now some persons among this community would commit offenses against the laws of the enclosure and against the laws of the state operative there. Such individuals would be tried by their fellow-citizens in courts presided over by a judge chosen from their own number. If the offense committed were a misdemeanor, they would be sent to the jail or village guard house, corresponding to a similar institution on the outside, and if the offense were a felony they would be hanished to the second enclosure.

In this second enclosure the delinquents would find condi-

### Diagram of Social Sanitarium

Outside Boundary Guarded by Society

Guard For Misde- llouse meanants	Guard For Missle- House meanants	Guard For Misde- House meanants	Guard For Misde- House meanants	Controlled by Sympathetic State Officials
Contains Law-breakers committed by courts. Characterised by: Typical village life Self-government Agriculture chief industry Trades and other occupations Inhabitants returned to society by social doctors	Contains Two-brackers from first enclosure first enclosure for the property of	Gootalian Law-breakers from second enclosure second enclosure second enclosure properties of the prope	Third Er	Contains Law-breakers from fourth and, therefore all enclosures Privilege and Privilege and Privilege and Open Contains Privilege and Open Contains Open Con
First Enclosure	Second Enclosure	Third Enclosure	Fourth Enclosure	Last Enclosure

Outside Boundary Guarded by Society

tions the same as in the first. There would be the same or similar opportunity for work and for normal existence. The only added disability would be that they would be much further removed from the outside world. Restoration to society could come only by passing back through the first enclosure and living their lives there over again.

The method of returning to the first enclosure would not be by satisfying a board of social doctors with their conduct, but by satisfying the inhabitants of the first enclosure, or a committee of them, that they would not commit further offenses or again become undesirable citizens. In other words, they must satisfy the community they had wronged that they are regenerative. The boundaries between the first enclosure and the second would be guarded by the inhabitants of the first.

Crimes committed in the second enclosure would be punished by confinement in the guard-house in that enclosure, or by banishment to the third, and so on. An individual might return from the third to the second enclosure only by vote of the inhabitants of the second, and he must remain there until the inhabitants of the first are willing to have him. Thus each remove from one enclosure to another puts him farther from society. This process would continue, if his offences continued, until he reached the last enclosure. Here, it is safe to assume, only the most incorrigible members of society would arrive. The whole process would be a sifting one, and it might be that it would be best to keep those who filter through to the last enclosure confined there for the rest of their lives.

These people would probably constitute, in part at least, the defectives and all mentally irresponsible, the degenerate and hardened criminal. What should be done with them, whether they should be drawn off and sent to other custodial institutions, or be allowed to live on in the last enclosure in the most comfortable condition possible, is a question that could best be determined after the plan had been in operation and the number to reach this final stage of ostracism observed. Under no circumstances would I give them the same liberty and privilege of self-government as the immates of other enclosures, but would prefer to see them controlled and directed by sympathetic state officials chosen for the purpose.

The definitely feebleminded would in all probability have been discovered long before they reached the final enclosure; indeed, a method for discovering them might well form part of the earlier mechanism of the plan. Whatever is done with them, they should be safely away from the society they seen destined to injure. I should never want to see all hope shut off from them, but should prefer that some provision were always made for letting such of them as gave indications or recovery appeal to the citizens of the adjoining enclosure, or to a body appointed for the purpose, for the privilege of trying once more to live in the society of their fellows. Perhaps it would be desirable to have a second group of social doctors, provided by the state, to control all conditions arising in a special community for the feebleminded.

The life of the village would create its own demand for business and industry. Economic needs would have to be met, just as they have to be met in other communities, and while the industrial and commercial life might have to be simpler because it would be more self-centered, yet the inhabitants could sell their produce and manufactures to the outside world, so that variety would be given to the pursuits, as well as added demand for labor. Trades would be followed very much as anywhere else. Work ought, of course, to be as educative as possible. Every opportunity ought to be given to a man to follow the trade, if any, that he followed on the out-

side. If he had none, then he ought to be allowed to learn one that would enable him to be self-supporting upon release. Agriculture ought to constitute one of the chief industries, because in the wholesome, outdoor work and life of the farm lies one of the chief reformative influences.

Private manufacturers might be induced, if it seemed wise, to locate in the first enclosure, for the sake of the labor supply they would find already existing there. This they could do in the second enclosure also, if the population were large enough to sustain them.

Labor unions could not object to the selling of products in the outside world, provided the inhabitants did not sell below prevailing market rates. Rate-cutting would, indeed, be difficult, if not impossible, because the inhabitants would be subject to the same competitive conditions as any outside worker. They would not be given free board and lodging, free plant and tools, as convict labor in prisons is today. Nor could the competition be justly resented by labor unions, as they now rightly oppose the unfair competition of convict contract labor, because, in the first place, it would not be unfair competition, and in the second place it would not be convict labor. It would be the labor of men who would be none the less citizens, though confined within definite boundaries.

Finally, even if a normal village industry, like that of villages on the outside, proved impracticable, the state could itself erect and operate a system of enclosure industries just as it now operates prison industries. This would have the advantage of having a larger labor supply than prison plants have today, because the law-breaking population of a state is now divided among several penitentiaries.

Critics may say at this point: What a fearful state of anarchy there would be in a community inhabited exclusively by law-breakers! Were the conditions similar to those in prisons, this might be true. With a property basis, however, there is no more likelihood of anarchy in such a community than in any other. Whatever the ethical standards of the inhabitants, those possessing property miside the enclosure would have the same selfish motives for upholding law as property owners outside have. The law-breaker is just as property owners outside have. The law-breaker is just as property owners outside have the first of disturbances should of the most exalted virtue. Moreover, if disturbances should break out, the authorities could call in troops from the outside, just as do the authorities only in any town where an outbreak occurs.

One advantage of this method of handling law-breakers, if it became general, would, I believe, be far-reaching. It is common knowledge that today many law-breakers are never caught. The ratio of the caught to the uncaught is sometimes put as high as 1 to 20. Part of the reason for this is that people know today that when a man is imprisoned the chances are that he is forever ruined—ruined in pures, mind, body and soul. Unless the crime is of a nature to arouse a fury of revenge, few decent people are willing to aid officers of the law in accomplishing his ruin. The average good-natured, kind-hearted citizen is much more apt to help the hunted fugitive than to help his pursuer.

But if conviction for a crime meant not life in a cell-block under a regime of brutality and repression, but life in an open village with every chance for improvement, both in health and habits, and at the same time the social patient be self-supporting, completely or approximately, would not the average citizen feel very differently about the matter? If the knew that the law-bracker, when caught, would be given every chance to develop his best self, and that the door of hope would be forever open before him, would he not aid, in a way that he

has never done before, the detection and punishment of crime? I believe that under such conditions the representatives of the law could reasonably count upon the cooperation of a large percentage of respectable citizens who now wash their hands of what they regard as a sordid and unpleasant business. This would mean that more crimes would be punished than ever before, and since certainty of punishment is a much greater deterrent than severity of punishment, it would mean that society would be better protected and that antisocial acts would diminish. All this is in addition, course, to the diminution that would come from the regenerative effect that the plan would have upon the individual who had already been caught in the law's toils.

If modern penology has taught one thing, it is that responsibility brought home to the mentally competent law-breaker is one of the surest means of reformation. Men and women who break society's laws must be trained in self-discipline and in the responsibilities of citizenship before they can again be allowed to mingle freely with their fellows. Life in these enclosures would constitute just such a centering of responsibility. Every individual there would want to regain his liberty above all things else. To do this he would have to learn to lead a measurably blameless life. In a community of five or ten thousand persons he could not commit oftenses and escape; detection would be certain. Nor, be it remembered, could he regain his liberty by act of his fellows alone, for the board of social doctors would stand between him and society and protect the world outside against the final release of all who are unfit.

This plan would leave untouched and still operative the regenerative principles of probation and suspended sentence. It would combine at once the great principle of the indeterminate sentence, now widely established, and a rational method of life for the lawbreaker. Through it I am convinced that the way lies open for true and progressive prison reform.

### Keeping Mothers and Babies Together

### By Elizabeth S. Walsh

ASSOCIATED WITH THE SUPERVISORS OF THE CITY CHARITIES, BALTIMORE

N the winter of 1916 the report of the Vice Commission of Baltimore [the Survey, May 6, 1916, 157] awakened the general public to the situation of the abandoned child in that city. The best hospitals, for some years, had insisted that the mother and infant be kept together during the woman's confinement and that she leave the hospital with the child. It was always possible, however, by the payment of a moderate sum, to place the child afterwards in an infant asylum, the mother thus relieving herself of its care, and this resulted in the death of the infant in nine cases out of ten.

This "traffic-in-babies" aroused the public to such an extent that Maryland has the honor of having passed the first law forbidding the separation of a mother and infant under six months; except when it is necessary for the physical good of mother or such child that they be separated, this requiring two doctors' certificates or an order from a court of competent jurisdiction or the written consent of the Board of State Aid and Charities. The penalty for violation is a fine of not more than \$100 or imprisonment in jail for not more than 100 days or both; not only for the mother but for any person or institution participating in the separation or a physician who knowingly makes a false certificate.

One of the arguments brought against the law was that it would result in the wholesale abandonment of infants. The statistics do not seem to bear this out. There are no figures available for the state at large, but the Supervisors of City Charities find that the abandoned children received from June, 1915, to June, 1916, numbered 25, and from June, 1916, to June, 1917, but 18. A copy of the law, with a letter asking for their cooperation, was mailed to all of the hospitals, infant asylums, maternities and midwives throughout the state. Shortly after, when a midwife was arrested. charged with violation of the law (she had advertised an infant for adoption), she vehemently urged ignorance as her excuse but, when searched, a copy of it and the letter were found on her person. Needless to say "madam's" feathers fell. Prosecution for violation of the law is carried on through the state's attorney's office. In the case of a good-hearted. kindly, but ignorant, colored or white foster-mother no warrant is issued but she is summoned to this office, the law is read and explained to her, and she is warned that a second offense will mean prosecution,

The law has been in effect since June, 1916, and the institutions feel that it is a good one and have in every instance stood by it loyally. Whenever possible, they have offered a home to the mother with the child. A comparison of the number of children at the infant asylums in the years before and after the law went into effect may be interesting and is as follows:

Infants	received at asylums from June, 1915, to June, 1916,	167
Infants	died at asylums from June, 1915, to June, 1916	113
Infants	received at asylums from June, 1916, to June, 1917	82
Infants	died at asylums from June, 1916, to June, 1917	31

The mortality was thus reduced from 68 per cent to 38

The State Board of Charities, since the law went into effect, have authorized the separation of 12 infants from their mothers; the majority of these upon two doctors certifying to the mothers' mental or physical unfitness. A more rigid investigation of these applications is much to be desired, income instance, one of our most reliable agencies refused to be a party to the separation and yet another social worker carried the matter through, getting the required doctor's certificates without any difficulty. Another separation was authorized because the mother was being held on the charge of abandoning her child and might possibly be sent to the House of Correction; and yet in a parallel case to this, handled by the Supervisors of City Charities, the mother was paroled with her infant and put in the way of supporting herself and child, of which she has since become very fond.

The Supervisors of City Charities say in their report for 1916:

Beginning January I, 1916, a new method for handling white foundlings and abandoned infants was inaugurated, which marks a notable advance in the care of this class of dependents. Up to this inter, foundlings, both white and colored, had been placed by the Supervisors of City Charities in institutions for the care of infants called to the enormous mortality, amounting in some years to praccelled to the enormous mortality, amounting in some years to practically 100 per cent, infants under six months placed in such institutions. After numerous unsatisfactory attempts had been made by this department to improve the method of handling foundlings, an arrangement was faully entered into with the Florence Crittenton

The infants, unless seriously ill, are taken at once to the mission and are given a thorough medical examination by a specialist in children's diseases, including a blood examination to determine whether the infant is infected with any form of communicable disease. The infants are kept in a sanitary nursery under the charge of skilled nurses. They are fed with mother's milk, obtained by a the mission until they are at least one year old, or longer if this is the mission until they are at least one year old, or longer if this is exercised by the department, they are sent at once to the Harriet Lame Hoppital and treated there until they can be sent with safety to the

mission.

The efficient way in which the infants are cared for is shown by
the striking results—the lives of 94 per cent having been saved.

It should be remarked in passing that the one infant which died was born prematurely and was in a dying condition when received. It is questionable whether any other city in the United States has a better record as regards the proportion of foundlings saved than has Baltimore during the year just closed.

In summing up the situation, we might say that broadly the law has been educational in recognizing the rights of the child to a mother's care and love and, therefore, giving it a fighting chance for life, and as a moral tonic to the woman in depening her sense of responsibility and duty towards her infant. In the large majority of cases this thought has never before been presented to the unfortunate girl and when it has been done by a sympathetic social worker, it is not unusual for the mother willingly and cheerfully to accept the situation and keep the child with her permanently.

### Long Distance Social Service

By Renee B. Stern

UR usual idea of a social worker is a person who neets applicants for aid, personally investigates conditions and then does his best to alleviate them. But always we have that idea of personal interview. Yet there are in this country dozens of social workers who each day help many individuals and community groups to work out their own salvation—without ever meeting those they aid. They are seldom classified as social workers by themselves or by others. We can class them all under one name, for by the general public they are addressed as Dear Editor.

If for a moment you doubt that editors and their assistants are social-service workers, take a glance at a day's mail that comes to one of them. Questions of law, directics, child training, abnormal psychology, charity methods and medicine, all come pouring in. Frequent consultations with experts in these lines are maintained. A year ago one of the popular women's magazines listed over twenty-five hundred different topics that had been treated by letter, an astonishingly large percentage of which took up serious life problems, and but a minor representation begged aid of beauty specialists or wanted recipes for fuder.

At first glance we wonder why all these letters are sent to a stranger. There in the word "stranger" lies half the answer. No danger of leakage to family or community when your confidante lives at a distance. Who seems so wise, safe and synapathetic as the editor of your favorite journal?

Just what do these confidential letters ask? Here is one from a farmer's daughter, asking where and how she can get nurse's training. We inquire about her previous education, health and ability to afford time and money for a thorough course, and after a couple of letters have her settled in the right school. Next comes a mother asking how she can educate her gentle little subnormal daughter. They live in one of our largest cities, but are ignorant of the excellent public school classes for subnormal children maintained by their board of education, and are pitifully grateful for information most people would have expected an intelligent mother to find for herself. Then there is the boy, fearful lest he has contracted a disease he is ashamed to tell the local doctor about, who is referred to the medical adviser of the magazine and either helped directly or given courage to see his own physician. Women's clubs ask aid in their program-making or methods of aiding their city; others ask how to organize playgrounds, pageants, civic leagues, little mothers' leagues. A constant flow of letters comes from mothers wanting advice on care of their children: diet; breaking of thumb-sucking, stuttering and other bad habits; club work for boys and girls; books for various ages; handling the adolescent, the defective and immoral; development of attention, concentration, obedience; control of lying, stealing and temper—this list might continue indefinitely.

Pitiful letters from women, asking how to get mother's pensions or earn money to keep the family together are one of the daily tragedies, for many of these women are barred from pension for some reason and are little fitted to wage-earning. Sometimes, after exchange of half a dozen letters. some money-making idea bears fruit or the woman is persuaded to seek the aid of local agencies of which she did not even know until informed by the distant editor.

Questions about marital relations form a goodly proportion of the queries from young married women who, in the process of adjustment in their first married years, feel alone and helpless. Money matters, rights of woman to her own person, drunkenness, cruelty in many aspects and, not infrequently, disagreement over punishment of children, cause these breaches in happiness. The long-distance worker is no more able to help all cases than is the charity worker on the spot, but she frequently gets a frank statement of details that shame would hide in a face-to-face interview, even at times eliciting the reluctant confession that a new love threatens the old. Yes, even that can sometimes be adjusted at long-distance by sympathy, tempered with a bit of common sense advice showing how the new love will in its turn become the old, or call affection for the children to give pause in hasty decision.

As concrete example of results obtained: One magazine in Illinois is responsible for installation of drinking fountains in a Texas town, the gift of the women's clubs; a group of Alaskan women are studying the latest educational theories for the sake of their children; a playground was started in one western town and a pageant given in a North Carolina village; one woman found a child to adopt and another, with a big country home and love of children, was put in touch with placing-out agencies who loan her sick babies to cure.

So it goes, and Dear Editor answers them all, sometimes with aid of lawyer, doctor or minister, but never neglecting a letter, always treating seriously the problems that appear serious to the writer, even into the boy who wants to change the color of his red lairs. When you make up the next social service register, candidly, don't you think that Dear Editor deserves a place therein?



#### SELF-GOVERNMENT IN A COUNTY PRISON

"In reply to our great President's hopeful prayer: 'Let the world be made safe for democracy,' I say: Democracy is safe in East View, N. Y."

It is not important that the speaker of these words was not a citizen in a legal sense. Neither is it important that he was a native of Germany. The important thing is that he had just been elected first president of the first selfgovernment organization to be established in a county penitentiary in this country.

Weeks ago, Calvin Derrick, warden of the Westchester County Penitentiary at East View, told the inmates of that prison that they could form a limited self-government league if they wanted to and if they themselves could work out the scheme of organization. Leaders among the prisoners immediately began to agitate the subject. They found different views among their fellows and decided to conduct an educational cam-Mass meetings were held at paign. which the arguments for self-government were presented and opinion was finally crystallized in favor of it. A committee of prisoners was thereupon chosen to draw up a constitution. After some parleying, a draft was finally reached that satisfied both inmates and warden.

This constitution differs in one important respect from both the Sing Sing and the Ione, Cal., plans-the prisoners' court has no punitive powers. This arrangement was the desire of the men themselves. The court is called the Inmates Court for the Establishment of Good Relationship and consists of the judge, who presides, and is elected by all the members for a period of four months, and of two jurors. The jurors are the vice-president and a delegate chosen by his fellow delegates for this purpose. The court tries all offenders who are members of the league. A ver-dict is rendered in the form of "guilty of having broken good relationship with the league," and it then becomes the

duty of the court to try to establish good relationship by "counsel, advice and reprimand."

If good relationship cannot be established, or if the offense is so serious that it does not warrant the "expectation of establishment of good relationship," the offender may be expelled from the league indefinitely. This means that he comes under the control of the county and that Warden Derrick becomes his disciplinarian. An inmate twice expelled can never again be a member of the league, Applications for reinstatement of a member may come from the warden only.

The name of the league is the Effort League, signifying "struggle for better citizenship, nobler character and higher morals." Each incoming prisoner who takes a simple pledge to uphold the rules of the institution becomes a member automatically. It has been agreed, informally, however, that insane persons shall not be allowed to be members, and five prisoners are debarred on this ground at present. The officers-president, vice-president, judge, secretary, sergeantat-arms and public defender-constitute the cabinet and are subject to recall when impeachment proceedings have shown their unfitness for office. Each tier elects a delegate who sits on the board of delegates. The public defender, elected by the whole body of prisoners, must defend all cases brought before the court. The warden is an honorary president of the league and is invested with vetoing and pardoning powers.

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#### TRAINING FOR THE THREE H'S IN EUROPE

WHEN former Governor Glynn declared several years ago, at the inauguration of John H. Finley as commissioner of education for New York state, that the cultivation of the three R's in American education ought to be supplanted by the cultivation of the three H's-head, heart and hand-he was only foretelling apparently a development that was destined to receive great impetus as a result of the European war. The demand for vocational and industrial education has grown tremendously in nearly all European countries. The United States Bureau of Education has just brought together information concerning this movement in a small bulletin.

As the bulletin was going to press, a cablegram from England announced that the bill promised by the president of the Board of Education had been presented to the House of Commons and would be taken up in October. This measure embodies the broadest conception of popular education ever presented for the approval of Parliament. If it becomes law, school attendance will be compulsory for all children up to the age of fourteen years and all exemptions will be abolished. Local education authorities will be obliged to provide suitable continuation classes for children up to sixteen or seventeen years, children not otherwise in school will be required to attend these classes for a specified number of hours, and employers will be obliged to make it possible for them to do so. The report of the government committee on continuation schools, which foreshadowed this legislation, was summarized on page 384 of the SURVEY for August 4.

France and England seem to have reached about the same stage of progress toward a national system of continued education. At present the opportunities offered by private societies in France are such that only the most ambitious working people, and these not until the pressure of daily labor has aroused them to



#### SOCIAL PUBLICITY

THE cover of an announcement of a regional conference of the National Association for the Study and Prevention of Tuberulosis, carried out similarly for the other districts. The outlines of the state, the star for the conference city, the name of the state and the calendar are in dark blue, the remainder in a bright, splashy red. Information about the conference and the program are on the inside. Folded thries for maining, the dimensions are 9 by 4 inches.

efforts to improve their condition, can take advantage of them. A bill is now pending before the Chamber of Deputies, sponsored by M. Viviani, former minister of public instruction, which establishes the principle of compulsory education in continuation schools at public expense. It applies to boys who do not attend the secondary schools up to the age of twenty years, and to girls up to the age of continuation of the property of the property

The term of compulsory education for adolescents is divided by this bill into two periods. The first extends to the age of seventeen for boys and sixteen for girls. During this period physical training, French language, history and geography, and lessons in the sciences ap-

plied to agricultural industry, commerce, navigation, or domestic economy are obligatory. The minimum duration of these courses is 50 hours a year for general education, 150 hours for technical training, and 100 hours for physical training.

The second period covers the ages of seventeen to twenty for boys and six-teen to eighteen for girls. The obligatory subjects are: for boys—lessons in the French language, history, geography, civies, common low and political economy, and gymnastics, military exercises and rifle firing; for girls—French language, history, geography and domestic economy, and manual work and practical exercises in hygiene and care of the sick and of infants. The minimum dura-

tion of the instruction in this period is 100 hours a year.

Regarding Russia, the bulletin says there are many indications that the education of the masses for intelligent citizenship and industrial efficiency will be the chief concern of local and central authorities as soon as normal conditions are restored. In Poland, the prospect of national independence has at once led to a great revival in educational enthusiasm. The bulletin mentions that in the temporary lull of military events in 1915 the citizens of Warsaw established forty-nine industrial continuation schools.

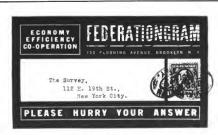
Nothing is given in the bulletin concerning recent developments in Germany. The highly developed system of continuation schools in that country has, of course, been severely criticized as being too narrowly industrial. Attendance upon these schools is now compulsory in fourteen of the twenty-six states of the German empire. It may be compulsory according to local option in ten others and the four remaining states, declares the bulletin, are ready to adopt the principle.

#### MAKING GARDENS SAFE FOR VEGETABLES

AST spring Massachusetts social workers were anxious lest the increase in home gardens, all over the state, should incite a flood of mischief or petty thievery, and perhaps provoke severe treatment of juvenile offenders by the courts, or even a crop of legislation antagonistic to the juvenile court and probation system. As a preventive measure, representations were made to the State Committee on Public Safety, which promptly appointed a special Committee on Garden Protection. A campaign to make respect for gardens a mark of war-time lovalty was at once undertaken. Posters and newspaper articles distributed the message widely, supplemented by talks in the public schools and by the efforts of boys' clubs and the boy scouts.

At the end of the garden and fruit season, the Massachusetts committee now reports that the injury to gardens, both mischievous and malicious, has been extremely small. Through local safety committees, probation officers, special correspondents and newspaper clippings, the committee has sought to be informed of every instance of depredation and has followed up reported cases for full information. The total damage is almost urgligible and the number of even annoving instances is extremely small.

Credit is given the effort of the schools to impress upon children the duty of respect for property, the general patriotic appeal and the efforts of the police to bring every offense to the attention of the courts. With greatly increased numbers of gardens and their exposure



#### SOCIAL PUBLICITY

PRINTED in dark blue, this envelope for the appeals of the Brooklyn Federation of Jewish Charities has much the appearance and something of the urgency of a telegram. It is reported a success.

to possible harm, there is believed to have been a positive decline in the extent of miscreancy. Extreme or unusual penalties have been used by very few courts. The facts are believed by the committee to offer no warrant for variation from the policy of dealing with offenders, particularly with juveniles, by probation and instruction rather than by severity of punishment,

#### SOCIAL HYGIENE SOCIETY FOR TEXAS

OLLOWING the clearing of red FOLLOWING the creating and the great cities near the army camps and the great public interest in social hygiene aroused by the new situation, a conference of delegates from the principal cities of Texas at Dallas last week formed a state social hygiene association. The convener of the meeting, Dr. A. I. Folsom, chairman of an organization committee from the State Medical Association, was elected president.

Several of the speakers presented facts showing the grave danger of the social disease to the health of the state. The medical profession especially showed itself fully aroused to the need of action. According to Dr. E. H. Cary, president of the medical association, the presence, soon, of some 200,000 soldiers in Texas will provide a unique opportunity for the different authorities and organizations interested to stamp out venereal

diseases by joint endeavor.

Col. George A. Skinner, in charge of the base hospital at Fort Sam Houston, said that of 800 patients now in the hospital under his control, 300 were acute cases of venereal disease. "It is all right to educate people," he said, "but immediate action is necessary. You talk of protecting the boys at the front, but don't forget the girls at home. The work of this organization is immediately and seriously necessary in Texas-the problem of the boys at the front comes later."

#### PUBLIC RECREATION AND TRAINING CAMPS

HE soldiers complain of extortionate prices on the part of the townspeople, and the civil population is irritated by the misconduct of soldiers," a correspondent reports. But already grievance or adjustment committees have been organized where such abuses occurred to straighten them out.

More important, experienced workers who are organizing a wholesome contact between soldiers and townspeople on the lines described by Joseph Lee in the SURVEY for October 6, find that wholesome recreation, properly intro-duced, promises splendid and lasting effects on the recreational life of the community itself. Thus, Roy Smith Wallace, who in peace times is executive secretary of the Philadelphia Society to

### Christmas Handkerchiefs



### Mc Cutcheon's Fifth Ave. & 34th St., N. Y. City



T is none too early to be thinking about Holiday Handkerchiefs, and especially if you wish embroidering done,

We are fortunate in having been able to secure so many kinds and varieties of Handkerchiefs this year and such an ample supply. There are many new embroideries and other novelties, as well as all the more familiar kinds. The range of choice is unlimited. All pure Linen, of course. We have stuck to that principle for sixty-five years and we stick to it still. There is no cotton in the whole stock: that's an important thing in these days when ascending costs tempt manufacturers and dealers to cut quality. For a Man: Splendid, luxurious Linen Handkerchiefs of full size, 25c, 35c, 40c, 50c to \$6.00 each. Initialed at 25c, 35c, 50c, 75c and \$1.00 each. Smaller sizes 50c and up, with or without initial.

For a Woman: Everything from simple, plain hemstitched ones at 15c, up to elaborate affairs of Duchesse Lace or Embroidery at \$50.

For a Child: Pretty little embroidered and print designs in color as well as all White, 15c each and up.

We have the usual large collection of White Embroidered goods from Ireland, Switzerland, Spain, Madeira, etc., at the popular prices, 25c, 50c, 75c and \$1.00.

All the way through, the collection is just as wide and interesting

NOTE-If it is desired to have Initials, Monograms, etc., embroidered to order, no time should be lost in placing orders to insure satisfactory work and delivery before Christmas.

Handkerchief purchases are delivered in dainty White boxes suitable for presentation as Christmas gifts.

Orders by Mail Given Special Attention.

Protect Children from Cruelty and who spent all last summer in the Southwest, where he was in charge of community organization work in the cities and towns around seven new training camps and eleven border posts, with his assistants and with the aid of local workers, was able to bring about a complete transformation of popular amusements.

Not only did the civil and military licensing authorities make good use of their censorship over commercial amusements and allowed nothing of an obscene character, not only was the finan-

cial inducement of keeping near the town the camps which bring into them millions of dollars of business used to make the citizens keen on the maintenance of the high standards required by the War Department; but in addition considerable success was obtained in attracting the right kind of entertainment.

Theaters, moving pictures, carnivals, circuses, wild-west shows, electric parks. swimming pools were organized or induced to come to these towns. Where previously the saloons and the poolrooms shared between them the bulk of

### Salt Mackerel

CODFISH, FRESH LOBSTER FOR YOUR OWN TABLE

FAMILIES who are fond of FISH can be supplied DIRFCT from GLOUCESTER, MASS., by the FRANK E. DAVIS COMPANY, with newly caught, KEEPABLE OCEAN FISH, choicer than any inland

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SALT MACKEREL, fat, meaty, julcy fish, are delicious for breakfast. They are freshly packed in brine and will not spoil on your hands.

CODFISH, as we salt it, is white, boneless and ready for instant use. It makes a substantial meal, a tine change from meat, at a much lower cost.

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FRIED CLAMS is a relishable, hearty dish, that your whole family will enjoy. No other flavor is just like that of clams, whether fried or in a chowder. just like that of claims, whether freq or in a convusor.

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kinds, TUNNY for salad, SANDWICH FILLINGS
and every good thing packed here or abroad you can
get for the salad of the perfect of

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### "Why the Nations Rage"

the recreational expenditures of the people, they have now to compete with numerous counter-attractions. Churches. young people's societies, fraternal orders, women's clubs and business organizations have been shown how to provide desirable attractions; they have absorbed not only large numbers of the welcome strangers in uniform but secured a better hold over their native clientele.

#### CONCERNING CHAPERONES IN A MINING TOWN

"W HERE can the young boy or girl go who wants to learn or enjoys dancing?" Rabbi Emanuel J. Jack, until recently president of the Board of Public Welfare at Pueblo, Col., asked himself when many complaints reached him concerning the management of the dance halls in the town. So he went around himself and visited the places where the Colorado Fuel and Iron Company's population of immigrant steel workers and their families learned that one popular product of American native art, the ragtime dance.

On the whole, there was not much wrong with the way in which these public dances were conducted, and the behavior was no more boisterous than youth demands, or familiarity more intimate than the modern dance demands. Rules of decency were not violated, though standards beyond a certain minimum of decorum varied considerably. The so-called moonlight dance during which the lights are turned off or dimmed, seems to have been a novelty to the investigator who also noticed that the particular hall which offered this form of entertainment was particularly popular with the "younger set."

The upshot of these visits was a strong recommendation to provide an age limit for all public dance halls "but not until we have provided other means for the young boys and girls who are old enough to work hard in shop or store all day but not of age to attend public dances at night." Pueblo is now erecting a magnificent new municipal building, and the Board of Public Welfare has been assured that a municipal dance hall will be provided for in the plans. But with this they are not satisfied. They strongly urge that the school buildings, now unused for the greater part of the time, be opened for social meetings and for dances to those youthful debutants and debutantes whom proper regulations would exclude from the public dance halls.

### ARMENIANS AND SYRIANS IN EVER WORSE PLIGHT

PRESIDENT WILSON on Saturday issued a second appeal-following one made a year ago in compliance with a resolution of Congress-for the relief of the valiant Christian nations of Asia Minor whose suffering from the social and economic effects of war and from misgovernment is acute. "Reports indicate that of orphans alone there are more than 400,000," says the presidential message, "besides women and other dependent children, reaching a total of more than 2,000,000 destitute survivors."

The Armenian sufferers from Turkish oppression flee as far as they can get. and appeals for their relief are received by the American Committee for Armenian and Syrian Relief from places in Russia and Persia which are far from their homes. From one Turkish city it is reported that, after deporting all Armenian residents and treating them with the utmost cruelty, the authorities suddenly realized that they had driven away the majority of their industrious artisans and that they were in a serious predicament for lack of indispensable services. Hence they started to offer bribes to the deportees in the vain hope of inducing them to return!

"Famine increasing," says a cable received last week from Tabriz. "Wheat six dollars bushel. People dying at our gate of hunger. Many will die of cold without clothes or bedding. Forty thousand Christian refugees and as many Kurds." The rise in prices has now become a matter of grave anxiety to the relief agents in the different centers. It vastly increases the number of those who fall into destitution after having remained self-supporting for long in spite of the greatest hardships-this is especially true of the Syrian refugees in Mesopotamia-and it continually decreases the purchasing power of the available relief funds.

The mayors of a number of cities have designated November 10-11 as Armenian-Syrian relief days.

#### THE COPPER SETTLEMENT IN ARIZONA

S MALL opportunity appears to have been left for the I. W. W. to gain the ascendancy in the Globe-Miami district in Arizona, where President Wilson's Mediation Commission has scored its first victory by settling the strike which has been in progress since last July. The terms of the agreement call for the re-employment of all strikers except those who have indulged in seditious utterances, and "those who have membership in an organization that does not recognize the obligation of contracts."

The first result of the direct intervention by President Wilson in industrial unrest, through the commission of which Secretary Wilson is the head, became known on October 23, when it was announced that work would be resumed "by the single most important copper center in Arizona, if not in the United States." The normal monthly

(Continued on page 130)

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(Continued from page 128)

output of the Globe-Miami district is said to be about 21,000,000 pounds of copper, requiring a working force of over 5,000 men.

According to a statement given out by the commission, it proceeded in its labors upon the principle that the country must have an uninterrupted output of copper during the war and that there must be no stoppage of work on account of any sort of grievance. To avoid that, practical machinery must be devised for the adjustment of grievance.

Accordingly, the contending parties in the Globe-Miami district were induced to resume work on the following basis: The appointment of a committee at each mine consisting of working miners, for the purpose of dealing with the employers in the matter of grievances; the reemployment of all strikers, excepting "those guilty of seditious utterances against the United States, or those who have membership in an organization that does not recognize the obligation of contracts"; the appointment of an arbitrator representing the government, who is to settle all disputed questions of fact.
"The machinery thus provided," says
the statement, "is in substitution for strikes and lock-outs during the period of the war."

After settling the trouble in the Globe-Miami district, the commission proceeded to take up the difficulties in the neighboring Clifton-Morenci-Metcalf district.

### CIVIL LIBERTIES IN WAR

The Civil Liberties Bureau of the American Union Against Militarism, has become an independent agency under the new name of the National Civil Liberties Bureau, with headquarters at 70 Fifth avenue, New York city, and a Washington office in the Munsey building. The bureau retains the same staff of 150 cooperating attorneys throughout the country.

The bureau secures legal aid wherever constitutional rights are violated under pressure of war. Reports of cases are secured through a clipping service and correspondents in leading cities. Legal references and briefs are pre-pared to aid the attorneys. Test cases are being brought through the courts to determine the validity of certain wartime legislation restrictive of constitutional liberties. Complete records are being collected of all war-time measures and cases in order to provide an effective basis for further protecting constitutional rights after the war is over. Active cooperation is maintained with national and local organizations of the radical and liberal groups. The bureau is also endeavoring to secure a satisfactory solution of the problem of the conscientious objector, in cooperation with religious and liberal organizations.

The bureau quotes Lord Parmoor's recent statement in the House of Lords as illustrative of its underlying purpose: "The supreme test of civil liberty is the determination to protect an unpopular minority in a time of national excite-ment." The bureau holds that "the rights of minorities in a democracy are as fundamental as those of majorities and as necessary to the preservation of the democratic principle."

While the bureau is active chiefly in behalf of persons, organizations and publications which are working for peace, and for the conscientious objector, it announces that it is not adopting a policy of obstruction or attempting to embarrass the government in any way-"it stands for the preservation of constitutional rights on general principle in the interest of democratic institutions" -and its work is done in close cooperation with government officials both local and federal.

The director of the bureau is Roger N. Baldwin, formerly of St. Louis, who resigned his position as secretary of the Civic League last April to join the staff of the American Union Against Mili-tarism as a volunteer. The directing committee is composed of L. Hollingsworth Wood, chairman, Norman M. Thomas, vice-chairman; Helen Phelps Stokes, treasurer; Walter R. Nelles, counsel; Albert de Silver, John Lovejoy Elliott, Edmund C. Evans, John Haynes Holmes, Agnes Brown Leach and Amos Pinchot. Its Washington representative is Laurence Todd.

### THE BOY AND THE GREEN **GARY FROG**

ONE of the advantages of the work-study-play program of the Gary public school, which is now spreading in many American cities, and has become a political issue in New York city. is that it allows teachers greater freedom in disposing of the time of their classes. Teachers have used this freedom variously. How she used it to make nature study more real, and the resulting encounter between a boy and a frog, is told by Sara Crystal Breslow, a teacher in Public School 45, the Bronx, New York city:

It would have been impossible to accom-plish under the old plan what I did. In the plish under the old plan what I did. In the old school only twenty minutes were given to nature study. Under the Gary system the children have eighty minutes a day for thirteen weeks. I was able to take them on excursions into the fields and the parks, and to follow up in the classroom what they had learned there. As a result of these ex-cursions, children who didn't like school, not only came to like but actually wouldn't

go anywhere else.

I remember one very unmanageable boy
who said when put into my class: "I'm not
coming to school tomorrow."
"That's all right," I said, "neither are we."

(Continued on page 133)

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### THE BOY AND THE GREEN GARY FROG

(Continued from page 131)

"Goin' to play hookey?" he asked. "Something like that," I said.

Then I told him that all the class were to meet at the gate the next morning and to go out into the country. He was there with the others, interested but still mischievous. We passed a pond shortly and I heard him calling me.

"You see this frog?" he said. do tricks! I picked him out of the water the water he was brown with green spots on him, but when I put him in the grass

he was all green." That boy had discovered for himself the ossibilities of protective coloring; and after that he was all eagerness to learn

The first time the district superintendent came, I was told that he expected the children to speak for twenty minutes on any subject that had been taught. I didn't know if my children could do that or not, for I hadn't drilled them so much in expression as in impression. But even I was surprised to see how much they were able to express. Every boy in that class was alive with interest over some experiment he had made or some plant that he wanted to tell about.

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If you know the name of the agency or organisation, turn direct to the list-ings (3d column) for address, corre-sponding officer, etc. [They are ar-ranged alphabetically.]

If you seek an unknown source of information, turn to the subject index, following. The initialings correspond to capital letters in names of agencies.

If you want to know the agencies at work in any great field of social concern, turn also to this index. [They are grouped under major subject classifications, as "HEALTH," printed in capitals.]

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Insanity, Now.
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SHAPSHOT CIVIC TRIPS. Conducted by Public Wel-fare Committee, 50 East 42 street, New York.

### EDUCATION

DEFARTMENT-STORE EPOCATION. By Helen Rich Norton, associate director, School of Saleman-ship, Women's Educational and Industrial Union, Boston. Prepared for and published by De-Washington. 25 cents from Women's Educa-tional and Industrial Union, 264 Boylston street, Boston.

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### HEALTH

PROGRESS TOWARD HEALTH INFORMACE. By John B. Andrews. No. 123 reprints of reports and adresses of the National Conference of Social Work, 315 Plymouth Court, Chicago.
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### MISCELLANEOUS

THE WAR DEPARTMENT COMMISSION ON TRAINING CAMP ACTIVITIES. ROOM 149, Old Land Office Bidg., Washington, D. C.
THE AOMINISTRATION OF INDIANA STATE INSTITUTIONS (Second Edition). By Timothy Nicholson, Richmond, Ind.

### BOOKS RECEIVED

HIGH COST OF LIVING. By Frederic C. Howe. Chas. Scribner's Sons. 275 pp. Price \$1.50; by mail of the Suavav, \$1.82. FIMARCIAL FROMEATONS. Report of Special Committee. American Association for Organizing Charity. 285 pp. Price \$1; by mail of the Suavav, \$1.08.

By Arthur Everett Peterson. Longmans, Green 8, 21, 10 sep. Price 23; by and of the Sovery, 52, 10 sep. Price 23; by and of the Sovery 52, 10 sep. Price 24; by and a Public Law. By George William Eduards. Longmans, Green 4, 10 sep. Price 24; by and of the State 24; by and of the S

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Their final good and glory is not based On anything that shot and shell lay waste

But on the spirit; if that keep its power Loyal and brave and sweet,

Then at the destined hour

The rest shall all he laid before its feet.

From Ode on the European Wor. Odes and Other Poems by R. C. K. Ensor. Sidgwick & Jackson, Ltd., London. 101 pp. Price, \$.48; by mail of the Sugrey, \$.56.



# Through Liberty to World Peace

### First Congress of the League of Small and Subject Nationalities

N event took place in New York last week which may live in the text-books of history long after the week's "exits and alarums" of the military incidents in Europe have been relegated into the undated, generalized background of the recorded happenings. The first congress of the League of Small and Subject Nationalities, attended for three afternoons and evenings by representatives of more than twenty different nationalities and many Americans, opened an era of international cooperation for a purpose new in immediate practical aim but age-old in aspiration. Its discussions ranged from questions of tariffs to those of inalienable human rights. Those who participated for the most part were plain folks; but there were also leaders in practically every profession-jurists, clergymen journalists, teachers, doctors, political leaders, soldiers, social workers. There were, among others, Belgians, Danes, Finns, Lithuanians, Letts, Koreans, Jews, Chinese, Albanians, Hindus, Poles, Greeks, Irishmen, Norwegians, Negroes, Boers, Swiss, Scotsmen, Swedes and Syrians.

A number of circumstances might have handicapped the success of the congress. First among them stands the hostile attitude of many Americans at the present time to the discussion of any questions of international policy not immediately related to the successful prosecution of the war. This was responsible, among other things, for a deliberate attempt by a part of the metropolitan press to belittle and even to malign the motives of the organizers and to seek for pro-German sentiments in speeches and statements which were transparently free from them. Letters of resignation from obscure individuals-mostly written under some misapprehension subsequently dispersed-were printed in extenso, while no mention was made of the presence and participation in the congress of men enjoying national and international reputations, such as Senator Henri La Fontaine, of Belgium; Samuel T. Dutton, secretary of the World's Court League; Moorfield Storey, president of the American Bar Association; Hamilton Holt, vice-chairman of the League to Enforce Peace, just to mention a few. The coincidence of the congress with a municipal election and other public events of absorbing interest was another handicap.

There were also, of course, some jealousies and suspicions

such as are characteristic of any representative international gathering at which vital problems are under discussion. Thus, the split between the two parties of Greeks in this country, which already had shown itself at the Long Beach conference on international relationships a few months ago, again led to an open breach. But, in spite of such incidents, partly owing to a sincere endeavor of the congress committee to invite representatives of the different factions where such were known to exist, there was much less disturbance from this source than might have been expected. Indeed, the most remarkable phenomenon of the congress was its unanimity on all matters of importance; and this was not due to any censoring of expression or selection of speakers known for views shared by the promoters, but to the fact that every one of the score of addresses delivered dealt with fundamentals and, through being constructive, was needs also conciliatory in tone.

It might have been thought unfortunate that by including in the list of speakers and members of the council representatives of nationalities subject to allied powers the question of patriotism was raised. A number of members, including the representatives of Alsace, Norway and all the various Slavic nationalities, sent in their resignations on that account. But since nearly the whole of the inhabited world is now allied in fighting Germany, it is a matter of course that there are more races and nationalities subject to the allies than to the Teuronic powers. If Ireland, Korea, Finland, India, Lithuania and Russian Poland had been excluded from participation, the congress would have completely failed in its purpose; for the league could then not have pretended to represent the common opinions and sentiments of small and subject nationalities.

Even the gentleman from Scotland, chief of Clann Fhearguis of Stra-Chur, a picturesque figure in Highland attire, whose inclusion in the council was instanced by some critics as an undesirable excursion into history, detracting from the urgent claims of the present, if not a deliberate attack upon our British ally, overcame that opposition by making out a remarkably good case for the separate representation of his country at future international conferences. Even if one did not share all their pretensions, one felt convinced that the exclusion of the different home-rule movements under the case for Belgium, said his country had shown to the world that free trade is the true principle of international exchange. "Let all small nations defend that principle. Free circulation of man is another elementary principle for which we must stand. Grotius and the other fathers of modern international law in the seventeenth century looked upon it as a condition of world bease."

Complete liberty of speech and teaching in every country, going to the extent of allowing any nationality or religious denomination to establish and maintain schools in any country where it desires to have them, was agreed upon as a third seasttial condition of real world democracy. This view was urged more especially by Ivan Konigsberg, who spoke on behalf of Sleswig, and by the chief of Clam Fhearphus of Stra-Chur. "This conference," said Mr. Howe, "believes that all people should be protected in the enjoyment of their religion; that they should be encouraged to develop their cultural life, as well as the contributions which they can make to the civilizations of the world."

Finally, it was clear from the beginning of the congress that the league, in order to exert an influence in favor of self-government and economic and cultural freedom, must unite on a policy of world federation embodying basic human and national rights. It must stand for a practicable policy of securing and maintaining the peace of the world. Here the knowledge of Senator La Fontaine, the great international jurist, who as chairman of the committee on resolutions notably contributed to the success of the congress, guided it with much skill over danaerous pitfalls. "The small nations must have a

program," he said, "which it will be to the interest of the big nations to accept. The peoples everywhere want to get rid of war. Let us unite, then, on a program which will ensure world peace." In the formulation of this, he warned against the adoption of half measures which might widen the gulf between contending groups of nations into one between continents. "We must organize on lines similar to those of the United States of America, a world federation including large and small states. For the settlement of disputes we need a court in which all of them will have complete confidence, though it need not and practically cannot consist of elected representatives of all."

The Congress of Small and Subject Nationalities has spoken. It asserts the right of every nationality to separate representation at international conferences. But it also demands to be heard as a body representing hundreds of millions of common people the world over in their most cherished hopes, in their deepest convictions. It is imbued with the spirit of democracy, of brotherhood. Black and white, Jew and Gentile, Protestant and Catholic, have deliberated together how peace might be restored to the world and how it might be secured forever against wanton aggression. In the words of the preamble to one of their unanimous resolutions: "The future progress and happiness of mankind depend upon the establishment of harmonious relations between the different peoples of the world; and such harmonious relations can only exist after each nation is made secure in the enjoyment of its political and economic freedom."

B. L.

### WHEN THERE IS PEACE

By Austin Dobson

"When there is Peace our land no more Will be the land we knew of yore."

THUS do our facile seers foretell
The truth that none can buy or sell
And e'en the wisest must ignore:
When we have bled at every pore,
Shall we still strive for gear and store?
Will it be Heaven? Will it be Hell,
When there is Peace?

This let us pray for, this implore:
That all base dreams thrust out of door,
We may in loftier aims excel
And, like men waking from a spell,
Grow stronger, nobler, than before,
When there is Peace?

<sup>&#</sup>x27;From A TREASURY OF WAR POETRY. British and American Poems of the World War, 1914-1917. Edited by Prof. George Herbert Clarke. 280 pp. Houghton Mifflin Company. Price \$1.25; by mail of the Survey \$1.35.

# The Negro's Fatherland

By W. E. B. Du Bois

DIRECTOR OF PUBLICATIONS AND RESEABCH, NATIONAL ASSOCIATION POR THE ADVANCEMENT OF COLORED PEOPLE

HE future of Africa is one of the most important questions to be answered after this war. The very silence today concerning that future, on both sides of the forces at war, emphasizes its importance. We must remember that in Africa we have today not only the greatest world mine of undeveloped human labor but, also, that much of the raw material which the modern world particularly wants is to be found in Africa more abundantly than anywhere else. Let us note the list: Palm-oil, cocoa, mahogany, ebony, cork, cotton, rubber, ivory, ostrich feathers, gold, copper, iron, zinc, tin, lead and diamonds,-these are the present gifts of Africa to the world. Others in abundance hide in her bosom. The fight for the ownership of these materials and the domination of this labor was a prime cause of the present war. If this question is to be left unsettled after this war it is going to be a prime cause of future wars.

Why, then, are we so silent concerning the fare of something between 150,000,000 and 200,000,000 human beings? I presume that the cause of our indifference is largely psychological. It is the penalty of human degradation which always exacts payment from oppressor and oppressed. Today it is possible to ignore the Negro because of a history of degradation the parallel of which the modern world does not furnish. In ancient Mediterranean civilization Negro blood was predominant in many great nations and present in nearly all. Negro genius and Negro civilization gave here their great gifts to the world. In the European middle age when Africa became more or less separated from direct contact with Europe, nevertheless, African culture filtered into Europe, and legend and story and song came out of the dark continent. There was then no question of racial inferiority based upon color. But then, beginning late in the fifteenth century, the world for four hundred years raped this continent on a scale never before equalled. The result was not only the degradation of Africa, it was a moral degradation of those who were guilty; and we are still living in the shadow of the debauch of the African slave trade. It comes natural for us to have great masses of unthought-of men; to conceive of society as built upon an unsocial mudsill. It is possible for great labor organizations like the American Federation of Labor to organize themselves upon distinctly aristocratic lines, leaving out of account and out of thought certain so-called lower elements of labor. It is even possible for an organization like the League of Small and Subject Nationalities to bring in Africa only as an accident and after-thought. This mental attitude toward Africa and its problems builds itself upon unclear thinking based on the tyranny of conventional words.

When we speak of modern African slavery, we think of modern slavery as a survival of ancient slavery. But it was not. The cleft between the two was absolute. Modern African slavery was the beginning of the modern labor problem, and must be looked at and interpreted from that point of view unless we would lose ourselves in an altogether false analogy. Modern world commerce, modern imperialism, the modern factory system and the modern labor problem began with the African slave trade. The first modern method of securing labor on a wide commercial scale and primarily for profit was inaugurated in the middle of the fitteenth century and in the commerce between Africa and America. Through the slave trade Africa lost at least 100,000,000 human beings, with all the attendant misery and economic and social distributions. The survivors of this wholesale rape became a great international laboring force in America on which the modern capitalistic movement has been built and out of which modern labor problems have arisen. We have tried ever since to keep these black men and their descendants at the bottom of the scale on the theory that they were not throughly men, that they cannot be self-respecting members of and contributors to modern culture—an assumption purely modern and undreamed of in ancient or medieval days.

If, now, this same psychology and this same determination to exploit and enalave these people passes over into the new world after the war, what can we expect but, on the one hand, persistence of the idea that there must be an exploited class at the bottom of civilization and, on the other, an endeavor by endless war and rapine, futile at first but in the end bound to be triumphant, by which these millions of people will gain their right to think and act. No modern world can dream of holding 200,000,000 of people in permanent slavery even though they be black. If it tries, the cost will be terrible. If we would avoid this cost then we must begin the freeing of Africa through this war.

There is an unusual opportunity to do this. Africa is today held by Negro troops trained under European white officers. These Negro troops have saved France. They have conquered German Africa. They and their American Negro brothers are helping to save Belgium. It would be the least that Europe could do in return and some faint reparation for the terrible world history between 1441 and 1861 to see that a great free central African state is erected out of German East Africa and the Belgian Congo. Surely after Belgium has suffered almost as much from Germany as Africa has suffered from her, she ought to be willing to give up the Congo to this end; and it would be right that England should refrain from taking German East Africa as well as refrain from handing it back. Out of this state we could make a great modern effort to restore the ancient efficiency of the land that gave the iron age to all the world, and that for ages led in agriculture, weaving, metal working, and the traffic of the market place. Here is a chance such as the world has not seen since the fifteenth century. Liberia and Haiti were never given a sincere chance and were from first to last harassed, as only modern capitalism can harass little and hated nations.

The effort of such a new and sincere start in Africa would be tremendous. Its first effect would be upon the millions of Africa and then upon their descendants throughout the world. In the West Indies and in South America are some 30,000,000 of men of Negro descent. They have given literature and freedom to Brazil; they have given industry and romance to the West Indies, and they have given to North America art and music and human sensibility. In South America they may lose themselves in the blood of other people, but in the West Indies and North America they era striving for self-expression and need only such encouragement as just treatment of their fatherland and its spiritual effect on the whole world would give. I trust, therefore, that among the new nations that are to start forth after this war will be a new Africa and a new beginning of culture for the Negro race.

# The First Mass at Grécourt

# The Personnel and Early Work of the Smith College Unit

### By Ruth Gaines

N interesting collegiate, and it is hoped intercollegiate, experiment in social service has been catabolishing a center of rehabilitation for successive groups of villages behind the battle lines in the devastated district of the Somme. The unit has received the recognition of the State Department in the United States and of the French government in France. Through the American Fund for French Wounded, with which it is affiliated, it has been assigned its first twelve villages. These villages are adjacent to those which have already been, for two months, in the care of the fund under Mrs. Dike and Anne Morgan.

The personnel of the unit is as diverse as are the sorts of service it will be called upon to perform. Its director, Harriet Boyd Hawes, is an archeologist of note. She is also a Red Cross nurse, who has nursed in the Graeco-Turkish, the Spanish and the present war. For each of these periods of service, she received recognition from the respective governents of Greece, the United States and France. It was Mrs. Hawes who first had the idea of a Smith College Relief Unit, composed of and financed by, the alumna of Smith. This was in April, 1917. Three months later, the Smith College Club of New York gave a farewell luncheon to the unit, then equipped and ready to sail.

Dr. Alice Weld Tallant, the assistant director, is a professor in the Women's Medical College of Pennsylvania, where she is in charge of the obstetrical department which includes a large dispensary out-practice in the foreign quarter of Philadelphia. She has also been active in directing the social service work of this dispensary. For many years she has been physician to Sleighton Farms, a reform school for girls near Philadelphia. Her experience will be of great value in the devastated areas where only women and children and the old and feeble now remain. Dr. Tallant brings with her as her assistant Dr. Maude Kelly, an Englishwoman who was educated in France and speaks the language almost better than she does her native tongue.

As a part of the unit's equipment consists of three motor trucks, chanflerun were necessary. There are six of these, who combine with their knowledge of mechanics, training in social service, kindergartening, domestic economy and other professions. As a group, they are also young and attractive, assets which the unit has already found of much persuasive value in making progress along the roads of France. The crafts most essential in practical reconstruction work are represented by Alice Leavens, 1903, and Elizabeth Dana, 1905. Miss Leavens is a carpenter, and Miss Dana a cobbler. We also have a farmer among our graduates, who will join us later.

Naturally the peasants of our district will understand their own specialties better than we can hope to do. The farmers,

Written in France, September 13; received in New York October 30.

albeit they like ourselves are women, will take care of our herd of cows, our poultry and our rabbits through the winter, not to mention the fields of wheat we hope to have growing soon. In these matters, they will teach us. But we must buy soon at take with us the materials at least for building shelters and for starting again the small industries of the countryside. We have, as a beginning in the way of shelter, six portable houses of fair size; and the government has anticipated our arrival by building for us three baraques at our headquarters in Grécourt. We have added to this small lumber, cement, glass and roofing for immediate needs. A blacksmith and a painter have already returned to their ruined homes, and we shall take up with us two other refugees, a mason and a carpenter.

The six remaining members of the unit are trained social service workers: Elizabeth Bliss and Ruth Gaines, of New York; Anne Chapin, of Boston; Catherine Hooper, of Mentclair, N. J.; Lucy Mather, of Hartford, and Marie Wolfs, of Newark, N. J. Miss Wolfs has the added qualification of having been a Belgian refugee from Liege in the summer of 1914.

Aside from the actual rebuilding of the ruined villages, which except for makeshifts must wait upon the larger plans of the French government and the cooperation of the Red Cross, there is much to be done in the region assigned to us. The evacuation of this district took place only last March, after an occupation by the Germans of two and a half years. The villages thus occupied received various treatment by the conquerors; in some were the unspeakable horrors with which we have become familiar; in others, up to the last, humanity and a fair return for services rendered was accorded. But, suddenly last March, in all the villages, the order was given for the inhabitants to leave at once. There was no time and no means given to save anything. The villagers fled and on their return ten days later found their homes in ruins, their orchards felled, their livestock gone and their furniture and implements either removed or rendered useless. The people are therefore destitute.

Not only destitute, but for three years there have been no schools. The children—the few there are, have run wild. In Grécourt itself is a church, bare of all furnishings, yet strangely left intact. But the curé is a prisoner in Germany. For three years there has been no mass. The first request of the maire of Grécourt-now a village of twenty-odd women and children-was, I think, for sabots; the second was for their church. On the twenty-first of September comes the day of St. Matthew, the village's patron saint. And we have promised them for that day a curé and a mass. Where we shall get them, we do not know. But in the meadows of Grécourt, back of its ruined chateau, grow luxuriant fourleaved clovers which we have picked and taken as a sign of We begin our work in Grécourt today. On St. Matthew's day we and our villagers hope to consecrate it with a mass in the little church.

# On Keeping a Good Man in Office

E elected an overseer of the poor in our town this week. That may not sound particularly exciting to some, but to me it was an event of considerable consequence. I helped elect him.

It came about this way. I got tired of being an independent in politics and not having the right to vote at primaries and so, the last time I registered, I put myself down as a member of the Democratic party. I was not surprised, therefore, a few weeks back, when a neighbor of mine rang me up. "Say," he called, "You're a Democrat, aren't you?"

"Sure," said I. "What can I do for you?"

"You know Joe Morley, don't you?"

Of course, I did. I buy a paper of Joe every morning.

"Well, Joe's going to have some opposition this year for the nomination as overseer of the poor. I'm trying to round things up for him at our end of town. You know Joe is accommodating, he's always on the job, there isn't one of us he hasn't done some little favor for. Would you come down to the caucus tomorrow night and vote for him?"

Aha, I thought to myself, I'm getting to be a prominent citizen—the politicians are after my support. And over the 'phone I promised to go down and vote for Joe. But why, I asked myself, is there any rivalry over that particular office.

The next evening I presented myself at the town hall to do my duty as a loyal Democrat, and as a friend of Joe Morley. As I stepped into the crowded room, a man handed me a slip of paper with his name written on it. "I hope you'll feel like voting for me," he said. "I'm running for receiver of taxes, and didn't have time to have any ballots printed." Another man crowded his way through the throng distributing other slips of paper. His were printed. He was a candidate for justice of the peace. He gave me one, which I put in my pocket. And after him came two other men distributing other ballots. They were running for auditor and constable respectively. I pocketed their offerings. It was good to be in politics!

Then I saw standing together a group of men whom I had seen before. There was the man with the conspicuous red nose who lives somewhere over the hill. I had often seen him wending his uncertain way homeward. He beckoned to me and I went over. "Are you a Democrat, too!" he asked. "That makes seven of us in our end of town. I didn't know we had that many. By gorry, if I had known it, I'd of demanded recognition for our section on this ticket. We're enritled to it.

"Say," he went on lowering his voice, "Who're you goin'

to vote for for overseer of the poor? Now I don't know what you think, but we're goin' to run Nick Tolman. You know him, don't you? He works up to the pop factory, when he's workin'. He's a good fellow, Nick is, and he ought to have the job."

"Don't you think we ought to renominate Joe Morley."

I asked. "He's held the office for several years, and his experience ought to make him a valuable officer."

"It don't take no experience to run that office," he pretested. "Why, all you have to do is to drive somebody over to the poorhouse once in a while. Anybody can do it. Joe hasn't got no license to hold onto the job all his life. Fix ought to give somebody else a chance."

I wandered on, promising to think it over. Before I has taken three steps someone gripped my hand. "By George. I'm glad to see you here," said my friend. I looked at him and dimly recalled having seen him, with the rest of us commuters, running for a train. "Say, this is a fine crowd all right," he confided. "All the boys are here. I guess there ain't going to be much of a contest except on overseer of the poor. I understand there are four candidates. I'm workir for Jim Blake. He's a good fellow, and he's out of a job. I'c like to see him get this. It's a job that pays pretty well, and he'd take care of it all right, i'm.

"Is there a big salary connected with it?" I asked.

"Not so much salary," he explained, "but there's a chance to make money on the side. You see, the overseer has to place some nice little contracts with some of the merchants, and then, every once in a while, he has to take some disabled or bed-ridden person over to the poorhouse. The law allows him \$4 for a helper when he does that, but, Lord, he can get some fellow to go along for \$1.50 as casy as not. I hope you can vote for Jim, seeing as Rie's out of a job now."

"How does he happen to be out of a job?" I inquired.

"Why, Jim was running a saloon and he had his license revoked. Of course, some folks think running a saloon isn't much of a business, but I tell you Jim is a good boy. He's all right."

Well, we nominated Joe Morley after an exciting contes: 1 noticed in our local paper that the Republicans, too, hat quite a bit of trouble nominating an overseer of the poor, just as we did. They had three candidates instead of four, and the one they nominated was considered the only one "strong enough to beat Joe Morley."

But we elected Joe, I'm glad to say. He's always on the job, and he's done little favors, of one sort or another, for every one of us.

N. S. H.





# VOTES FOR MILLIONS OF WOMEN

WOMAN suffrage swept New York state on Tuesday, winning by a majority estimated at from 70,000 to 100,000 on this second submission of the constitutional amendment. Two years ago it lost by 195,000. Both the state as a whole and New York city went "yes." Thus at a stroke somewhere between two and three million women are given the vote not only, as has been the fashion of late in the middle West for president alone, but for every political officer from sheriff to chief executive of the United States.

In New York state there are 3,060,-848 women 21 years of age and over. No one knows how many of them are qualified to vote: a very large number are women of foreign birth who have not been naturalized. But suffrage headquarters and the newspapers estimate the qualified women citizens at two million. The total number of women of 21 years and over in suffrage states was. up to election day, 8,557,308. Subtracting Ohio's 1,496,225-for Ohio has probably lost-and adding New York, the new total is 10,121,931 who may have at least presidential suffrage, if they are citizens. Thirteen states now have full and nineteen presidential suffrage.

The suffrage campaign was rather quiet, in the midst of popular preoccupation with war. But there was relatively little opposition, except some street-car advertising and the unceasing editorial thunder of the New York Times. Every political party endorsed it as did practically every political leader from President Wilson down to the precinct captains, including many Tammany men.

New York women have worked for the ballot since before the Civil war. The first suffrage convention was held at the village of Seneca Falls—a handful of people in a parlor. It was a matter of widespread congratulation, therefore, that the outcome of their sixty-five years of effort was full suffrage, that the vote was so decisive that there need be no heartburnings over a recount and that it was won on a straight educational campaign.

The Ohio vote was on a referendum upholding the partial suffrage—the presidential ballot alone—granted by the last legislature. The count was incomplete at the time of going to press, but the suffragists were apparently defeated. The issue is being taken to the United States Supreme Court, where the suffragists are confident it will be upheld on the ground that the federal constitution specifically gives to the state legislatures—not to the people—the right to decide who shall vote for president of the United States.

The other Ohio referendum, on prohibition, is still in doubt, with some expectation that the state has gone dry.

TAMMANY came back into complete superior with the complete superior New York city, taking the entire city and county governments and giving Judge Hylan the largest majority of any mayoralty candidate in the city's history. His vote was 297,282 against 149,307 for Mayor Mitchel, 142,178 for Morris Hillquit, Socialist, and 53,678 for William M. Bennett, Republican nomination, which he fully expected, the mayor would have lost. It was a straight Tammany victory and thus ends—or will end on December 31—what was probably the best example of the efficient, business-like type of municipal administration of a big city ever given us on this continent.

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Various reasons are given. There were the inevitable opposition and jealousy aroused by four years of an energetic administration, such as, for instance, the controversy over the subsidies to private charitable institutions; the opposition to the modified Gary plan for the city schools; and the widespread feeling that Mayor Mitchel, honestly enough "played the game" of large busi-ness interests, such as the Interborough Rapid Transit Company in the subway contracts and the New York Central Railroad in the West Side development. The fusion administration probably failed to make its work and its motives thoroughly understood to the man in the street and suffered accordingly.

War coming in the last year of the administration was a distracting issue for a municipal campaign. The mayor's ardent patriotism led him to give increasing emphasis to national questions, which at first were discussed only by Mr. Hillquit, until during the last week the discussion centered almost exclusively on war issues and specifically as to whether all those who opposed Mayor Mitchel were, as he declared, "Hohenzollerms" and "friends of the Kaiser."

Mr. Hillquit, who has thousands of friends outside his party, ran up a tremendous vote-a sheer gain of 100,000 over the vote for Charles Edward Russell for the same office four years ago. He polled much of the anti-war vote. though it seems clear that some non-Socialist pacifists voted for Hylan as the more practical method of voicing their protest. New York's great mass of voters of German descent undoubtedly voted for Hylan. And, most important of all in numbers, workers for various parties, settlement residents and others who know voters first hand, report that the tens of thousands of Irishmen in New York kept clear of public argument but went smiling to the polls to vote for Hylan; they are men, some reasoning and some acting on impulse, who draw a clear line between being pro-German on the war and anti-English on the Irish issue. By denouncing them as unpatriotic, Mayor Mitchel lost them in a body.

As to the Socialists, the party vote in Mr. Hillquit's 142,178 was over 100,-000. So far as party organizations are concerned this makes it second in numbers in New York city, only the Democratic (Tammany) exceeding it. And it is possible that the full count will show Hillquit second and Mitchel third. Incomplete returns at the time of going to press indicate that the Socialists have elected two judges, seven members of the state assembly and six aldermen.

### THE FOOD CONSERVATION PLEDGES

AST week's offensive against waste L and ignorance, General Hoover reports, consisted in a combined movement along the whole front. Territory covering nearly one-half of the homes of the United States was taken. The success was due entirely to the close cooperation of the allied forces.

To adopt a less bellicose phraseology, the Food Administration, on the strength of returns received from most of the states, considers the pledge drive a complete success. Rivalry between different communities and different states for numbers engendered the same enthusiasm which characterized the Red Cross and the Liberty Loan campaigns. People with the electioneering type of mind, in the main, conducted the enterprise and

won out.

In actual educational value, however, the results of the week vary considerably from place to place in accordance with the different forms in which the verbal appeal was made and with the extent to which home visits were used for giving enlightenment or enlisting desire for further instruction. From one large city it is reported that visits paid were, on the whole, perfunctory, and that the effort was concentrated entirely upon obtaining signatures - whether given with a full understanding of what they imply or not. Threats were resorted to, in one case, at least, to denounce publicly as unpatriotic and pro-German those who refused to sign.

In many cases, inquiry shows, both the request for pledges and compliance with it, was without reference to actual personal service. Housewives signed the cards as they would sign a petition to the governor, without the sense of having to take part themselves in the task of food conservation by small and varied but concrete actions and sacrifices.

For the purpose of making public opinion, the absurd rumor that the administration encouraged canning only in order to establish for the government a reserve of fruit and vegetables to be seized when needed, was given wide publicity as a piece of German propaganda.

As a matter of fact, such hesitation to sign the pledge as was found usually



A Cartoon Drawn a Year Ago by Bradley, the Late Cartoonist of the Chicago Daily News

was due to one of two reasons: either the person concerned was over-cautious, and did not want to bind herself to an undertaking in such general terms as those contained in the pledge card; or the question was asked why such substitution as might be necessary in the interests of all the allies was not made in Eurone.

In partial reply to this question, the food administration issued a statement to the effect that the European nations are already using from 20 to 50 per cent of corn, potato and other adulterants in the manufacture of their bread. and that the British government requires a minimum of 20 per cent in all wheat bread and permits a maximum of 50 per cent. Corn meal cannot be shipped because it would spoil, and comparatively few mills in England and France are equipped to grind the whole corn.

Generally speaking, the campaign demonstrated a remarkable public confidence in the government. There was practically no active opposition, and the majority of the people, according to H. J. Hill, national campaign director, have come to look upon food conservation as a definite war service which they are willing to render if shown how.

### EVIDENCE OF UNREST IN COLORADO

REPORTS of a strike in one of the mines of the Colorado Fuel and Iron Company have recently appeared almost simultaneously with a report from the Industrial Commission of Colorado. giving the company a clean bill of health on all matters affecting their relations with their employes,

A few weeks ago, a delegation of Colorado miners was sent to New York to see John D. Rockefeller, Jr. Mr. Rockefeller was out of the city, and the men saw Starr J. Murphy, a director of the Colorado Fuel and Iron Company, instead. When the delegation returned to Colorado one of them, an emplove at the Sopris camp, was discharged on the ground that he had been absent two weeks without leave. The rules of the company make an absence of over 3 days without leave cause for dismissal. This action led to a stoppage of work. The mine was idle one day. The man was then reinstated and work was resumed. Another report from Colorado states that the superintendent ruled that the delegate was a "new employe" on account of his absence over the three-day limit and would have to take the physical examination required of all new men. The man, it is said, feared that this was merely a ruse to get rid of him.

The report on conditions in the coal camps, just issued by the Colorado Industrial Commission, grew out of the strike threat of last summer. On July I district officers of the United Mine Workers served notice on the commission, in accordance with the Colorado law, that if certain grievances were not adjusted, a strike would be called at the expiration of thirty days. At a conference held later in the month between representatives of the miners, the Colorado Fuel and Iron Company and the Industrial Commission, a list of nineteen grievances was presented, the first one being in the form of a demand for recognition of the union. This demand, President Welborn of the Colorado Fuel and Iron Company refused to consider. The conference took up a few of the other grievances, but adjourned sine die leaving most of them unsettled.

On July 28, two days before the strike was to have begun, if called in accordance with the original notification the Industrial Commission "took jurisdiction." That is, it announced that it would investigate the situation. This made it illegal to call the strike at the time set.

The report, which has just been issued. indicates that the commission has visited every mining camp of the company. Each one of the grievances was considered, and most of them dismissed as without justification, or as of small conse-





IN CAMP WITH THE Y. M. C. A.

Above, a boxing match in front of the outdoor movie screen, with a typical camp building at the left. Below, a tent used until a building can be erected and one of a great fleet of motors which reach all earny. The 1' M. C. A. is starting this week a campaign to raise \$33,000,000 for its war work here and in Europe.

quence. One of the complaints was the setting of an age limit of forty-five years tor new men. The comment in the report is, "as it is the company's right to employ whom it pleases, this question s not considered a reasonable cause for complaint."

The report states that there has been so the United Mine Workers, and it ascribes the demand for recognition and the threatened strike to "perty internal solitics." The commission expresses the belief that "there is no excuse for making a demand for recognition during times like the present, when the country a at war and needs the undivided support of all its people."

In the final summing up all of the grievances are dismissed as without sufficient foundation, excepting one affecting wages in the Canon district. The commission finds that the rate should be advanced in this district six cents a ton.

The compulsory investigation law in Colorado and the personnel of the present commission are both viewed by or-

ganized labor with extreme disfavor. It is not likely that the report just made, which does not appear to be wholly impartial in spirit, will tend to pave the way toward greater cordiality of feeling.

### THE CLASHING BRANCHES OF THE I. W. W.

THE Weekly People of New York, spokesman for the Socialist Labor Party, states in its issue of November 3 that there were three errors in the article by John A. Fitch in the Suwer for October 13, entitled Sabotage and Dislovalty.

The People states that the I. W. W. was actually organized in 1905, instead of 1904; that Haywood was not "eliminated from the Socialist Party in 1913," but that he was removed from membership in the National Committee in that year and remained for some time afterward a member of the party, and that it is incorrect to state that "since the organization of the I. W. W." the practice of sabotase has been one of its doctrines.

The first two corrections are of small

importance, for the call of the first I. W. W. convention, as the People points out, was issued in 1904; the elimination of Haywood from the National Committee in 1913 amounted practically to his removal from the party.

The statement about sabotage, however, was a serious error which ought not to pass uncorrected. To quote from the Weekly People:

It was only in 1907 that a group of anarchistically minded members began to advocate "striking at the ballot-box with an ax" and to glorify abotage. At the following convention in 1908, the preaching of these doctrines caused a split in the organization, and the split of the sp

This is quite true, and the statement as it appears in the SURVEY article of October 13 does an unintentional injustice to that branch of the I. W. W. which has its headquarters in Detroit, and which has always been opposed to the Chicago group, the outstanding leader of which is William D. Haywood.

### AN AMERICAN CITIZEN FROM JERUSALEM

SAMUEL Jacob Davidson left the Junied States twenty-three years ago when he was four years old. His grandfather, like many pious Jews, desired to spend his declining years in Jerusalem, and his father, who had been a tallor in New York, laid aside his own economic advancement and went with him. Hence Samuel is a good American citizen, along with several hundreds of others and their children in the holy city.

He belonged to a party of eightythree such Jewish Americans which the other day arrived here from Jerusalem after a journey through Turkey, Serbia, Bulgaria, Hungary, Austria, Switzerland and France, which took them four months. Five hundred and seventy Americans had to be left behind; but the Joint Distribution Committee of Jewish relief agencies, with the aid of the State Department, is arranging for other parties.

Conditions in Jerusalem, as described by Davidson, are deplorable. He himself, though his father was poor, had received a scholarly education and, until his departure, was assistant principal of the Talmud Torah, "Tree of Life." From an average of 850, the population of this school during the war land shrunk to 550. By far the greater number of the 300 missing are dead of starvation. A few were among those foreign-born who, with their parents, escaped to Egypt last year.

At ordinary times, many of the Jerusalem Jews, especially the aged, live on remittances from their relatives and other contributions. These for the most part are cut off now. Owing to fear of

the armed force which is so apt to follow the foreign investor, Turkey in the past has not allowed the establishment of large industrial enterprises in Palestine financed from the outside. The result is that the majority of the ablebodied Iews are either dealers or engaged in such occupations as bakers, tailors, shoemakers, butchers, and the likein both cases living largely by "taking in each other's washing.

Frequent rumors to the contrary, there is not the slightest interference with funds sent to Palestine from this country by the Ottoman government or graft to officials. The fact that payment is made in paper-no gold being available for circulation-makes no difference to an honest exchange, so far as the banks are concerned. But in practice, the difference in value between gold and paper money is much greater in retail trade than in large financial transactions, because of the popular greed for gold. Hence, when a Turkish pound was quoted as worth \$4.25 in gold and \$3.20 in paper, in reality the golden pound purchased forty-five pounds of flour and the paper pound only ten and one-half pounds.

This, however, is only one cause of high prices and starvation. The other is speculative hoarding. As soon as government officials attempt to set a maximum price, the warehouses are closed and the people are informed there is no flour. This boycott is maintained until the authorities drop their intended regulation. Most of the successful speculators are Arabians, a few are Jews.

These various reasons, according to Davidson, explain why the \$20,000 a month which reach Jerusalem from this country-\$40,000 for the whole of Palestine-is not nearly enough under present conditions. The price of flour has practically doubled in two years, and everything else proportionately, and sources of self-help are largely closed. He considers that at least \$60,000 a month should go to Jerusalem alone, to keep its Jewish inhabitants alive.

Another point upon which he insists is that food is not the only urgent need of those left behind. They hunger for spiritual aid and look to America to keep their schools going, some of them built up with the devotion and sacrifices of generations.

The party when it arrived in New York was much impressed with the carefree, happy, well fed look of the people in the streets; but after their long journey during which they did not everywhere meet with unmixed friendliness, they were even more impressed by the cordiality of America's welcome to them and the uniform kindness and helpfulness of gentiles as well as Jews.

Incidentally, Davidson's case illustrates modern immigrant distribution methods at their best. It has already been said that he is a scholar. He speaks Arabian, Hebrew, French and English as well as Yiddish. Under the old methods, no account would have been taken of his attainments; he would have been sent as fast as possible into some sweated, unskilled employment to make him self-supporting; he would have come back time and again for more relief, and his family would have been helped in every emergency.

Instead, the Hebrew Sheltering and Immigrant Aid Society has made a home for Davidson and his family until he can be properly placed. He has been found work as teacher at a Hebrew school at a salary of fifteen dollars a week which will be raised to twenty dollars as soon as he proves himself. He immediately arranged to attend high school to perfect his English and to learn something of business methods so that he may be able at some later time to change his career.



From a photograph taken while the party was in Switzerland on its long trip to the United States. Mr. Davidson is the bearded man with plasses and a derby hat in the center of the back row

# Book Reviews

AN INTRODUCTION TO EDUCATIONAL SOCIOLOGY By Walter Robinson Smith. Houghton, Mifflin Company. 412 pp. Price, \$1.75; by mail of the SURVEY \$1.87.



There is a peculiar zest for social workers in reading this book. They may be par-doned for feeling somewhat as one would who had discovered a new continent which later the whole world found also. For three decades social workers have been dinging it into the ears of edu-

cators that the school is a social institution, that a sound mind in a sound body is not an adequate ideal of education, and that achievement is more than a matter of indi-vidual ability alone. They have insisted that Herculean muscles and Platonic intellect must be harnessed to a social consciousness if everybody is to have his chance at both work and play in the world. And by social consciousness they have not meant, of course, mere altruism. They have meant efficiency and larger vision, the joy and the results that come from working with others, not against them.

Social workers have made some progress ith these ideas. The mass of teachers, with these ideas. The mass of teachers, however, is probably still impervious to them. It is only three years since Edward T. Devine gazed at the retreating backs of an audience of school superintendents when an addresse of sensor superintendents when the tried to bring home to them a sense of responsibility for the social ills of pov-erty, disease and crime. His words meant little; they had not heard of "educational

Professor Smith was one of the first to try to formulate this new science, if science it can be called. His course in educational sociology at the Kansas State Normal School at Emporia followed Professor Suzzalo's at Teachers' College by a year. Professor Smith defines educational sociology simply enough as "the application of the scientific spirit, methods and principles of sociology to the study of education." By such study, he says, the social laws governing education be obtained and applied in ways that will improve educational practice. He then discusses social organization, the individual and the social group, primary social groups such as the family and the community, intermediate social groups such as the church, the state and education, the evolution of the modern school, etc. These he tries to look at from the standpoint of their educational

Heretofore psychology has been the chief handmaid of education. Educators have slowly been forced to acknowledge their dependence upon the Individual's attention, his power of association and memory, his will to know. Now Professor Smith discusses their dependence upon the changing character of the family, upon labor unions, farmers' institutes, women's clubs, literary societies, philanthropic foundations and the like. He substitutes the mass for the single mind. He is interested not in the sound made by a single instrument in the orchestra, but in the

The educational applications of these laws include such comparatively modern devices as the school survey, the organization and professionalization of teachers, vocational guidance and training, the socialization of the curriculum, student self-government, the use of group stimulus in the classroom, etc. Professor Smith discusses these and many other topics. He devotes fourteen lines to 'articulation of the schools with other institutions" and does not discuss school extension activities. Yet 463 cities reported over 59,000 group occasions in public school buildings after aix o'clock in the evening last year, and none of these were classes.

The book is significant as an early contribution to social education from the standpoint of society rather than that of education. It is written in text-book style, for college students, and is easy to understand. rofessor Cubberley says in his introduction, it deals not only with theory, but affords "a social interpretation of our modern educational progress.

WINTHBOP D. LANE,

THE MODEAN HIGH SCHOOL-ITS ADMENTS-

TRATION AND EXTENSION By Charles Hughes Johnston. Charles Scribner's Sons. 848 pp. Price \$1.75; by mail of the SURVEY \$1.91.

PROBLEMS OF SECONDARY EDUCATION

By David Snedden. Houghton Mifflin Company, 333 pp. Price \$1.50; by mail of the SURVEY \$1.62.

ECONOMY IN SECONDARY EDUCATION By William F. Russell. Houghton Miffiin

Company. 74 pp. the Survey \$.79. Price \$.74; by mail of



American or Americanized parents usually girls to the public high schools, fittingly called "the people's antiversities," rather than to commercial or technical schools. They do this in spite of the reputation we have among foreigners for commercial

The reason, in part at least, is afforded by the adherence of teacher-training schools to traditional aims and methods. "Keeping up with Lizzie" is as much a part of educational philosophy as of social climbing and parents are generally sure of one thing; their children must have just as "good," as genteel, an education as any other children in the community

These three books throw some light on how to win for the modern high school more friends among two extremely important classes—parents and their growing boys and girls. We all know how frequently adolesgirls. We all know now frequently assorted cent boys and girls get the work fever or a wandering spell or a general dis-gust for all academic studies during the high school period. This is the other side to the school period. This is the other side to the devotion of their parents. For one group the schools must be made to repay devotion, from the other they must be made to secure de-

Dr. Johnston has edited with unusual skill a most readable hand-book of information on The Modern High School. In this voltime of \$50 pages is told, by leading experts in education, the story of the administration and extension of the modern high school as these relate to the public demand for the training of adolescent boys and girls in a thriving, pulsating, developing democracy.

The volume is, as the editor in his preface states, "a survey of policies, examples and suggestions of ways and means of making the strictly socializing work of our actual high schools more definite, more effective and more nearly universal." Its chief limitation is its adherence to the use of what may be called an "educational jargon." How much called an "educational jargon." How much meaning is conveyed to the average reader even of this book by such words as "func-tion," "organism," "co-ordination," "evalu-ate," and "adaptation?"

Dr. Snedden has prepared a three hun-dred-page volume of helpful letters on problems in secondary education, which will be read with interest by layman and schoolman slike because of its refreshing style and hopeful outlook on education in a democ-racy. The letters are addressed to all the active agents in secondary schools, the superinendent, university president, principal, teacher, and member of important educational committees. The author has put into the book the philosophy of education that he has been expounding as a teacher and trying to practice as a state commissioner. There is on in all that Dr. Snedden sends forth. The constructive programs which this practical teacher has outlined as dreams will become commonplaces before many years.

Dr. Russell strikes squarely at a serious problem in American education. "Economy in education," he says, "means the transfer to the pupil, in the fewest years and in the most thorough manner, of a certain relatively complete fund of knowledge and a group of habits and methods of work which are likely to prove useful in the life he is to

"The application," he adds, "of the in-vestigations of psychological and physio-logical fatigue will result in spreading out the work more evenly, with short and frequent periods of rest, rather than in grouping the hard work in a few days." This, of course, means that better teaching methods must be introduced; better organization must be provided; the time of the brightest pupils must be saved

These three books approach the problem These three books approach the problem of secondary education from the modern point of view and tell what the public can do to make the high school a vital power in making citizens in a democracy. They indicate also what is being done, and what still remains to be done, to make the school a remains to be done, to make the school a contract of the work of the contract of the contr WILLIAM ANTHONY ARRY. youth.

THE CHALLENGE OF ST. LOUIS

By George B. Mangold. New York Missionary Education Movement. 271 pp. Price \$.60 (cloth), \$.40 (paper); by mail of the Sunvay \$.70 and \$.45. That the Christian church must translate

into what Professor Taylor ealls "social action" the Sunday preachments, is being felt more and more. First the unchurched insisted upon it. Now those interested in the church are recognizing it. An additional evidence of this is a series of books announced by the Missionary Education Movement of the United States and Canada. first of these books, The Challenge of St. Louis, was written by George B. Mangold, director of the Missouri School of Social Economy, who, with the eyes of a sociologist, goes through this metropolis of the Southwest and points out in what way the city is a challenge to the church.

Starting out with a religious survey, Dr. Mangold finds there are some 400 Christian churches, valued at some \$15,000,000. He then wants to know what these churches do in connection with the 21,000 illiterates of the city; with that half of the children who do not finish the eighth grade; with the 10,000 children at work. He knows that more than 6 per cent of all persons who die in St. Louis are buried in pauper graves; that one out of twenty persons is arrested annually; that about 10 per cent of the population needs relief of some sort; that there are more than 200,000 persons who never attend church; that there is a saloon for every 100 men; that the social evil is a constant menace; that the cost of living is threatening to sink thousands of scif-supporting families below the poverty line.

Dr. Mangold wants to know what the churches are doing to help remedy these and many other evils. He insists all through the book that the church has a duty to perform and that it cannot remain satisfied with mere lip service. The book is really a social survey of the city, which should prove both useful and interesting to many more than the laymen, or perhaps laywomen, for whom it was written. It is understood the organizations during the coming months in the hope that good may come of it. Those who study it will not only learn that "something must be done," but why it must be done and what can and should be done. Dr. Mangold has performed a good service, both as a sociologist and as a Christian.

OSCAR LEONARD.

NEWSBOY SERVICE By Anna Y. Reed. World Book Company. 175 pp. Price \$90; by mail of the Survey \$.98.



Most of us who have learned that street work is not good for small boys and believe that it is apt to create irregu-larities in school attendance, will be as-tonished at Anna Y. Reed's discovery in her study of 1,357 Seattle newsboys that the newsie is actually a more regular school

attendant than the average boy. Of the total male school population of Seattle, 10 per cent have perfect attendance records while of the newsboys 35 per cent have per-fect records. Why, then, is it that in Seattle as elsewhere there is such a high percentage of retardation among newsboys? Mrs. Reed suggests that it may be because of too long hours of work outside school, or unseason-able hours, or bad home conditions. But here, as throughout her study, she is reluctant to draw conclusions because of the insufficiency of the data, yet at the same time appearing to doubt the validity of other people's conclusions in other cities.

Her book is valuable as a minute study which attempts to be "fair to the newsboy." It is weak insofar as it draws general conclusions from conditions in a single city which one suspects are in some respects unusual. Seattle newsboys are apparently of a higher grade educationally than other newsboys. The comparison of retardation figures in New York, Toledo, Kansas City and Seattle, puts Seattle at the top of the list with only 32 per cent retarded, and Kan-sas City at the bottom with 75 per cent. The Seattle newsboys appear to have a much closer connection with the newspapers than most newsboys. There are only three daily papers in Seattle and, according to Mrs. Reed, the circulation managers direct the work of the actual sellers of the papers much more than is possible in a larger city. "The circulation manager knows which in-

fluences act and react favorably on newsboy efficiency—he 'picks carefully from good homes and fires the failures'," says Mrs. Reed. This is not true in a city where the circulation department of a single paper never sees one-quarter of the newsboys them-

selves. These are but isolated instances of the facts which make us believe it unsafe to consider the condition of Seattle newsboys typical of the whole newsboy world. Indeed the great defect of Mrs. Reed's book is that its title, Newsbuy Service, leads one to a false impression of its universality. But it does undoubtedly disclose some interesting facts as to the Seattle newsboy, facts which have their bearing on the whole street-trad-ing question. Mrs. Reed states emphatically, for instance, that wholesalers do not want boys under twelve in their employ, and would prefer to have them off the streets. (Seattle has no regulation of street work, and 35 per cess of the boys selling on the streets are under 12.) She states, furthermore, that boys of fourteen or under should not be allowed to work after 7 P. M. or before 5 A. M. These things are in direct line with all the agitation for street trades regulation throughout the country, and the inference in that Seattle and the state of Washington need a street-trades law.

But the emphasis in Newsboy Service is n the vocational aspects of the subject, and Mrs. Reed's recommendations for the study of the vocational value of newsboy service by the schools suggests rather that newsboy by the schools suggests runer that newsony service should be prepetuated as a vocational adjunct to school training than that it should be regulated, and abolished so far as the younger boys are concerned. She refuses to believe that newspaper selling is a blind alley occupation, because she feels that no occupation is a blind alley for the boy who renders faithful service and looks ahead. There is always a future," she says, "provided there be ability to see it and perse-verance to pursue it." Yet she admits that most of the newsboys are twelve or under, and it seems to be asking a good deal to expect a boy of twelve to look far into the

The moral and physical dangers of street work and the economic fallacy of it this study seems to minimize although admitting them. The point of view of the book is summed up in the sentences, "More detailed information regarding newsboy pupils and full information regarding all school pupils is necessary before it is safe to draw definite conclusions regarding the connection between any given influence and newsboy service." And with this statement everyone who has studied the newsboy will, in a measure, agree. Certainly we know very little about the newsboy. Baltimore knows a little about her newsies; New York knows a little about hers; and Seattle knows a little about hers. But as to the general condition of the newsormation. If other cities and other vocation bureaus would make such a study as Mrs. Reed's, possibly we might find out in due time what sort of a boy the newsboy

really is and what we can do for him. LIABILITY AND COMPENSATION INSURANCE

HELEN DWICHT

By Ralph H. Blanchard. D. Appleton and Company. 394 pp. Price \$2; by mail of the SURVEY \$2.15.

Within the last few years the development of compensation has been so substantial that is has become a subject of regular university teaching. Mr. Blanchard's book follows the outline of a course of instruction given by the author at the University of Pennsylvania. and it has both the advantages and disadvantages of most text-books. The author has to be commended for the clearness and conciseness of statement and helpful bibliographic noies. On the other hand it must, like most text-books, be dogmatic, and one fails to get the impression from reading the book how much is still controversial in the

field of compensation. The title indicates that special attention is paid to the somewhat technical insurance features rather than the social aspects of the compensation movement, and the book is probably better adjusted to the needs of colleges of commerce. However, by actual count the 290 pages of the author's text are about equally divided between the discussion of industrial accidents and their compensation, and a study of the insurance methods. Even the non-technical student making available the many studies appearing in the proceedings of the Casualty Actuarial and Statistical Society, where all the com-pensation insurance problems are being dis-cussed by experts and which have been freely quoted in the book. Considering that all the social as well as business features of compensation are matters of controversy, one might expect more of a critical attitude toward methods of rate-making, merit-rat-

ing and reserves than is found in the volume. One is somewhat inclined to question the wisdom of the printing of the New York compensation law as an appendix to the book. The New York act is not as typical as a good many other acts. Moreover, the sext of the act, with the official notes of the New York State Industrial Commission, can be obtained from that commission for the anking. It has swelled the book by seventy-five pages and probably also the price. And finally, the text of the law being brought up to January 1, 1917, was out of date at the time it was published. Perhaps the publishers are more to be blamed for this unnecessary padding than the author.

I. M. Rustnow.

CITY PLANNING PROGRESS IN THE UNITED STATES

Compiled by the Committee on Town Planning of the American Institute of Architects, edited by George B. Ford and Ralph F. Warner. 207 pp. Price \$2 (cloth), \$1.50 (paper); by mail of the Survey \$2.15 or \$1.65.



The introduction to this volume, entitled Getting Started on City Planning, is reminiscent of Stephen Leacock's famous description of a whirl-wind campaign. "First of all a few of the business men got together quietly-very quietly, indeed, the more quietly the bet-ter-and talked things

over." And so on, people go on "quietly dining and lunching together, drawing in first the one, then the other of the interests concerned-nntil one day things happen. If sometimes things do not happen, at least there are recollections of pleasant times spent together and of a decided help to good neighborly feeling.

Anyhow, in the scores of cities dealt with

in this volume, the luncheons, dinners, committee meetings and delegations have, on the mittee meetings and delegations nave, on the whole, been wonderfully successful. Nearly one-half of the cities with a population of 100,000 have, during the last year, sub-stannially advanced the cause of city planning in one way or another. In the smaller cities and towns also the progress, considering the youth of the movement, has been remarkable.

In forty-three cities, comprehensive cit plans have been inaugurated or prepared in 1916. In New York city, the drastic building zone law, limiting height, area, and use of every huilding in this great metropolitan district, has, since it was put into force, been thoroughly applied with the cooperation of property owners. This is described as the leading accomplishment of the year. California, by her law permitting the ap-pointment of city planning commissions, has

joined the four other states-Massachusetts, New Jersey, New York and Ohio-which previously have given legislative sanction to this important function of city government. In Indiana-where a similar bill last year was defeated, in Michigan, North Carolina, Texas and Utah, campaigns for state recognition of city planning are under way. Pennsylvania has passed a permissive zoning commissions in cittes of the first class, and Massachusetts has passed a new act providing for the appointment of boards of

survey to control planning.

Interurban and state conferences, some of them very influentially attended, have created enthusiasm where the subject was hardly appreciated before. Instruction in city plan-ning has been introduced in a number of universities and colleges, nine of which now give full courses of lectures in this field. The complicated problems involved in the planning of adjoining towns under separate administration have been studied in many places: and in a number of states there are now movements on foot for the creation of joint policies in planning for the extension and future traffic development of even larger Indeed, the beginnings of a national units. plan of highways may be discerned in the formation of the Joint Board of Nation Planning created by the enthusiasm, chiefly, of Cyrus Kehr, of Knoxville, Tenn.

The volume under review is alphabetically arranged, well illustrated and, while nat-urally too sketchy for a detailed study of the steps taken in all the different cities and towns, full of suggestion for those who contemplate action in their own community. It should lie on the library table of every chamber of commerce and city elub.

BRUNG LASKER.

THE FOOD OF WORKING WOMEN IN BOSTON By Lucile Faves. Women's Educational and Industrial Union (Boston), 213 pp.

Price \$1; by mail of the Survey, \$1.10. This study pives interesting side-lights on the food problem of the working woman. There are exhaustive discussions on the cost of food in Boston, the noon luncheon problem, the food of women living alone, the food of women in organized bouses and the food of dispensary patients. The book makes a strong plea for constructive work in dietetics, and urges further efforts to promote the better nourishment of women under twenty-one years of age. When we realize that 80 per cent of the women in factories never have a hot noon lunch, that only 20 per cent of the women in shops were able to take advantage of the lunch room and that 40 per cent of those in offices eat end lunches we are glad to have this con-firmation of our own convictions on the

tive lines. Everyone who has seen the effect of undernourishment on the lives of our hard-working folk will be ready to subscribe to the author's suggestion that those who are inter-ested in social problems unite for conference and definite plans along the following lines:

necessity for further work along construc-

1. The best methods for spreading knowledge of the underlying laws of nutrition and food preparation.

2. Education of working women their own needs and their own possibilities.

The author points out that while the investigations produced no direct evidence

that the health of working women in Boston suffers seriously from insufficient food, a study so comprehensive can not be expected to furnish evidence of such character as to settle this point. As Dr. Eaves says, it was not practical to judge the health of the women according to freedom from morbidity. The questions raised by the study, however, are so vital, and the steps taken toward solution of the problem so definite and helpful that we find the book of distinct value to all interested in this subject.

AN HISTORICAL INTRODUCTION TO SOCIAL

ECONOMY By Dr. F. Stuart Chapin. The Century Company, 316 pp. Price \$2; by mail of the SURVEY \$2.15.

This is a most comprehensive and useful

WINIFRED STUART GIBBS.

little text-book that reviews the history of social economy from ancient Greece to the present war and has illustrations of the Akropolis, Zeppelins, the Colosseum, the stornach digesting food, and the building of Ford autos. It is rather a wide subject for 300 pages, and it is necessarily a little for 300 pages, and it is necessality a little sketchy. A single page is devoted to the feudal manor. However, most of the more essential facts are well boiled down from Cunningham, Ashley, Cheney, Gibbins and other well-known secondary authorities; the work is markedly free from bias of any kind. The proportions are fairly maintained, but the writer seems chiefly interested in the Gracchi, moving pictures and English industrial insurance. As a general introduction to a great subject the book is sound and valuable.

IAN C. HANNAH.

# Communications

### SAID OF THE SURVEY

To THE EDITOR: I thank you most cordially for the copy of the current issue of the Suavey [Our Daily Bread, October 20] which you sent to me. It is most interesting and most instructive and all of us here feel it will be very helpful not only to the campaign in New York city but throughout the country.

I read Mr. Lasker's article with a great deal of interest and doubt very much if the whole spirit of the conservation move-ment has been put forth in simpler or more convincing language than we find it here.

AUGUSTIN McNally,

[Manager Publicity Department, U. S. Food Administration.]

New York.

so frequently,

To THE EDITOR: I want to express my appreciation of the excellent articles on public health which appear in the SURVEY

I have recently attended several conventions dealing with various aspects of the public health problem expecting to learn many new things about child hygiene work. many new things about child nyglene work. While the conferences were most interesting and it was more than worth while to hear and see some of the prominent people in the country, I really gained very little that was new. In many instances I had gained from the SUNEY a much more accurate and definite idea of work being done in Canada, the United States and other parts of the world than I gained from the speeches at the convention. In all meetings the war note was strongly emphasized and the health problems arising from the war, and as I stated above, in each case

I had already a pretty definite ides of The Survey seems to me a very valuable paper for all medical social workers, and I hope the public health articles will con-

what these activities were,

BERTHA F. JOHNSON, M. D. IChief, Division of Child Hygiene and Nursing, State Department of Health.] Trenton, N. J.

# "ADMIRABLE" LABOR CONDI-TIONS

To THE EDITOR: In a contemporary of yours, great success is promised for an In-dian corporation because of the admirable labor conditions. In reading the article more closely, the American representative of this corporation stated "that native female labor employed quite exclusively in the Far East, is procurable from at least 4 to 6 cents per day. Unskilled male labor is ap-proximately 10 to 12 cents a day, while skilled labor is available at 15 cents a day. What is required is great patience in dealing with the native laborer."

This is a case where labor conditions are admirable from the point of view of the employer. In this country, let us hope that when the phrase is used, it will take into consideration not only the employer but the employe. I. D. H. New York.

### FOR DEAFENED SOLDIERS

To THE EDITOR: In your issue of September 8 you mention the New York League for Hard of Hearing and I write to ask if you will make mention at your convenience that Los Angeles, Cal., has a League for Hard of Hearing, a branch of the New York league.

York league. We are working to build up a strong so-ciety for belpfulness of all kinds to the deaf, and shall be more than glad to assist any deaf soldiers or their families sent back to Loa Angeles or its suburba, through scholarships, in lip-reading courses, looking out for work, trying to sell any handicrafts they may produce. We have given our enthey may produce. We have given our en-tertainment for the Red Cross and the money received, though a small sum, was used to furnish yarn to inmates of the Los Angeles County Hospital, who could not afford to buy varn but were eager to help. The deaf are cut off from many forms of

employment, and it will be the main effort our league to bring together the deaf and the sort of positions they can fill. Also we lay much stress on the social side. AUCUSTA SENTER.

Pasadena, Cal.

THE I. W. W.

To THE EDITOR: One of the sweetest sanest women I know, a great poet, a gentle and eloquent idealist, and a fourth person whom I do not know, are on trial in New York today on fifteen thousand charges. The charges are wild, incredible, absurd. does not matter, however, since the real crime of which Elizabeth Gurley Flynn, Arturo Giovannitti, Carlo Tresca, and Baldazzi are accused is that they are workers for the I. W. W.

I have just this minute finished reading a letter in your issue of October 20 by an M. A. Matthews, who purports to be a minister in a church which is supposed to represent and do the work of One who was represent and do the work of One who was crucified because "He stirreth up the peo-ple." One who taught "thou shalt not kill" and that the wealthy should "give all thou hast to the poor and follow me." Yet this letter in terms that are rather Herod's than the Carpenter's preaches: submission to authority, right or wrong, hatred and slaugh-ter of one's enemies, loyalty not to "the kingdom of Heaven," but to America's present administration; and winds up with the power of Almighty God . . . damnable enemies like the I. W. W. at home and abroad shall be forever chained."

The letter also quotes from the principles and platform of these "damned" I. W. W. And lo!—how sadly must the Crucified smile, if the letter of M. A. Matthews, Reverend, His earthly representative, ever reaches Him!—for the principles of these "enemies" are His, and the platform is designed to fulfill them.

E. RALPH CHEYNEY.

New York.

To THE EDITOR: Enemies of I. W. W. are unwilling to accept parodies such as that on Onward Christian Soldiers as "bits

of satirical verse." I do not know how bravely the I. W. W. is talking at present, but this summer I had the pleasure of working beside members o this organization and at that time all of them with whom I came in contact, and there were many, stated frankly that it is there were many, stated frankly that it is their intention to take the land from the "damned farmer," to put all industries, the railroads, akilled labor and the government out of business and to institute a government "by the roughnecks and for the roughnecks and to hell with everyone else."

They attacked not only the employer but also skilled labor, efficiency, all social

our also skilled labor, emcleacy, all social organization, everything in the nature of religions, belief and authority. Pamphlete circulated by them vilely in-sulted women in the little town of Elk River, Idaho, because they, with the preacher, storekeepers and clerks, offered to do what they could around the saw-mill and planer. I can not quote word for word but the pamphlets suggested in the plainest, most unvarnished and unmistakable terms that the women with the help of the preacher, might breed a race of scabs to help them in the work for which they had volunteered.

It is surely the duty of all clean, righ minded men and women to stamp out this seditious, rotten organization and to see to it that steps are immediately taken to counteract those influences, whatever they are, which have made possible its inception and growth.

C. L. AINSWORTH.

Chippewa Falls, Wis.

### MAINE GOING DRY

To THE EDITOR: In an article written for the SURVEY for January 27, page 482, entitled, What Grandfather Thought About Drink, I showed that Maine went dry in an Drink, I showed that Maine went dry in an old prohibition era (1851) before the Civil War. The war sapped the whole movement, diverting all the energy to the slavery question. After the war we were morally relaxed, crime statistics rose, total abstinence gave place to the ideal of moderate drinking, and Maine introduced the Petersen plan. Cities that wished could have saloons pro-vided those saloons paid a fine, practically a license.

Later when the country began to get up

steam for reforms again and prohibition raised its head in good earnest, Maine with its lax enforcement in cities, undoubtedly held back the movement, especially in the

E aut But I am glad to be able to write that even the cities of Maine are coming into line. I spent the morning of August 21 in Bangor. On January 1, saloons running openly were closed with the following result:

ARRESTS FOR DRUNKENNESS Jan.-July, 1916 (Open Saloons) Jan.-July, 1917 (Closed Saloons) Jan. 165
Feb. 159
Mar. 335
Apr. 239
May Jan. ..... 54
Feb. .... 77
Mar ..... 123 239 239 257 279 Apr. 86
May 103
June 137
July 192 Total ..........1,772 Total ..... 772

No change had been made in the method of arrests, men being arrested only when absolutely necessary. I found the secretary of the Associated Charities discouraged because arrests were mounting in June and July. But drunkenness is usually greatest

in the thirsty summer months.

In short, that difficult river city into which armine of lumber men are injected weekly, has made a fine beginning. But of course there is any amount of illegal selling yet-places running behind screens and pocket-peddling. I was taken personally to places behind screens; the bartenders, if such they were, would look sorely troubled at our arrival and explain that they sold only nonin the thirsty summer months. alcoholic beer.

The queer thing is that while so many places were closed out on January 1, the few were and are allowed to remain, for their places certainly are known to many officials.

places certainly are known to many officials. But Maine has made a beginning, got her prohibition legs on again. What is needed is more sentiment among the respect-able people. Said a city official to me: "A few women in Bangor would close up all these leavings, if they would only take hold of the problem." I wish this letter of mine might find the women who would take hold. ELIZABETH TUTOM.

Cambridge, Mass.

### THE CHOICE To THE EDITOR: One of your subscriber

in the issue of September 15 under the head-ing "What are we fighting for?" very proper-ly deplores the fact that he does not know. His honest doubt in this era of stress is a not infrequent mark of idealistic minds. When infrequent mark of ideallstic minds. When the time calls for prompt, strensous and united national action "their native hue of resolution is sicklide ofer with the pale cast of thought." At this time two questions are being confused, the first, why did we get into this war; the other, on exactly what terms shall use end it when victorious? It would be pleasing to have all worked out in advance to the minutest detail the terms of an ideal treaty of peace; but we shall have little or no part in fixing those terms unless Germany is soundly defeated; and Germany can not be defeated if the nations opposed to her organize themselves into debating societies instead of into united and efficient military organizations. If we wish to make our country weak for action, as Russia has become of late, if we wish to labor for the triumph of pan-Germanic imperialism, we can do nothing more fitting than to become the disciples of vacillation

by following the advice and example given Any brief statement of the reasons why and the principles for which our country is at war with Germany will appear insuffi-cient to the writer of that letter and to others in his frame of mind, unless they fill

in the letter in question.

the words with a meaning derived from the political and philosophic developments of the past quarter century. However, I would suggest as helpful to them, bulletin 34 of the American Rights League, entitled A New Declaration of Independence. Or if that appears to be too "rhetorical," let them read Vernon Kellogg's articles in the Atlantic for August and October, showing how paci-fist convictions are rudely shattered by close contact with the pan-Germanic dogma.

In any case we are at war with Germany. What shall an American, whether of "New England English" or of other stock, do right now-discuss might-have-beens and mightbes that give aid and comfort to the enemy, or help to win a victory for America and the allies?

FRANK A. PETTER.

Princeton, N. J.

### FROM A "WAR PACIFIST"

To THE EDITOR: I have been a pacifist ever since laying aside my childish ambition to go out on the plains and fight the redskins. Even if we admit that all civilization is and always has been essentially and predominantly militant, that war has been the chief and controlling factor, that without war there would have been no civilization; nevertheless it is established beyond a reasonable doubt that, the people having been consolidated into great nations, from war has been obtained all that it had to give, that from now on war is a grotesque anachronism, that those who take the sword shall parish by the sword.

Notwithstanding the absolute truth of all this, just as in our Civil War there were "war democrata," so in the present crisis I am a war pacifist. Because I really believe that those who take the sword shall,

and ought to perish by the sword.

There is no war in all history for which the responsibility can be fixed with greater certainty than for the present war. first overt act of the war was Austria's in-vasion of Serbia; the second act was Ger-many's attack on France and the violation of Belgium; without these acts the war would not have begun. The Germans themselves make no secret of it, except when they are speaking for the benefit of innocent foreigners or mediators. If there is any man who can persuade himself that England, or Rus-sia, or Japan, or Patagonia by deep, dark, underhand plotting brought about these acts —such a man would have no difficulty in working over the evidence in the gospel narratives and reaching the conclusion that Christ betrayed Judas, and that was the real reason why he was crucified.

For two years Germany had been committing acts of war against this country, from the Lusitania with thousands of noncombatants, largely women and children, aboard, torpedoed to make a German holiday, through a long course of sinking our ships and killing our citizens on the hig seas, to the open adoption of unrestricted piracy against us; from attempts to rous up foreign enemies against us and form coalitions with them, through endeavors to paralyze our industries and stir up class strife 172e our industries and stir up class series among us, to successful conspiracies engineered by responsible German officials to blow up our factories and other buildings, and shed American blood on American soil. And yet, notwithstanding all these affronts, insults and injuries, both old and new, both small and great, there are Americans who profess themselves unable to see why we should officially recognize that a state of war exists between this country and the German empire, or why we could not with any self-respect continue friendly relations with a power that openly avows and pursues a policy of perfidy, piracy and atrocity. I suppose there may be Christians who cannot see why Judas Iscariot has been execrated and anathematized through the ages, instead

of being canonized as a saint. But however the war originated, however we came to be in it, we are now in it with both feet, and are assuming a leading posi-tion among the enemies of the Prussian military despotism. There are two possibilities, and only two: we, our side, may win, or we may lose. The war will end either with the United States leading the world, industrially, financially and politically, or with Germany dominating the world. The question will be decided, not by argument or persuasion, but hy force of arms. War is upon us, and so debate the question now, whether war is ever justifiable, is an out of place as it would be to sit down in the midst of a conflagration and engage in a lengthy dem onstration showing what an incalculable blessing was the discovery of fire. It is up to every American, hypbenated or straight natives he favors—the United States leading the world, or the German autocracy dom-inating it. WALTER C. Rose. inating it.
Ashland, Mass.

### THE THIRD COURSE

TO THE EDITOR: Between pacifies on the one hand, and apologists for war on the other, there is another class of people, larger than these two combined, whose position regarding this war is worthy of some attention of the combined of the control of the control of the combined of the com

They desire peace of the true kind; not a passive, supine acquiercence in things as a passive, are considered to the passive, are considered to the consider

Are they right in regarding Prussianism as an ingredient poisonous to olive trees? And are they right in recognizing but one effectual method for its eradication, that of warfare?

They have reached the point where they can no longer harbor doubts as to the first ouestion. They are forced to the conclusion that insofar as we fail to discern the true inwardness of the Prussian moral philosophy, its arrogance, its frightfully shallow pegamatism, its hideous travetay of neo-Darwinism, we deserve the sigma of "diolic Yankees" which they have laid upon us. They have also reached the point where

They have also reached the point where they can harbor no further doubts as to the control of th

The only victory which we of this third class desire is a repudiation on Germaly part of the political and moral philosophy to which she has pinned her faith. Such a repudiation, confirmed in ways that shall satisfy us of its sincerity and effectual permanence, will constitute victory in our eyes. We hope and helieve it will come soon.

[Minister First Church]
Boston, Mass.

### TESTING IMMIGRANTS

To THE EDITOR: It is with no little aston-ishment that I read in your issue of September 15 the digest printed from the Jour-nal of Delinquency for September of this year under the caption Two Immigrants out of Five Feebleminded, for the experience of daily contact of the Council of Jewish Women, Department of Immigrant Aid, with Jewish immigrants on Ellis Island in nowise bears out such a statement. How does this statement of the SURVEY's, "If you had gone over to Ellis Island shortly before the war began and placed your hand at random on one of the aliens waiting to be examined by government inspectors, you would very likely have found that your choice was feebleminded," tally with "Dr, Goddard does not contend that this study reveals the per-centage of all Ellis Island immigrants who are defective"? In another paragraph the "The most favorable interprearticle says, "The most favorable interpre-tation of their results is that two out of every five of the immigrants studied were feeble-minded," This careless summary of the findings omits the most essential fact as to who were studied, i.e., was it a representative group of immigrants, a large group or the special group which Dr. Goddard finally chose?

Sastued," says Dr. Goddard's report in the Journal of Delinguerg, 'the physicians had picked out the obviously feetheminded, and to balance this we passed by the obviously sormal." It would therefore seem that the group left was somewhat subnormal that the group left was somewhat subnormal, so that Dr. Goddard's group would from the start be below par. This, and the fact that 148 persons altogether, or from nationalities represented, is criterly too small a number to constitute a fair sample upon which to base general conclusions, would make the results of the tests invalid if taken to have the significance the Stuxer closhes

But although Dr. Goddard slips up on his conclusions, he does not set out to prove the percentage of feeblemindedness among im-migranis. The problems set for the experiment were: First, whether persons trained in work with the feebleminded could recognize, by simple inspection, the feebleminded im-migrant; second, to what extent, if any, could mental tests successfully be applied to the desection of defective immigrants. The interpretation of the results of the problems as above stated should not be made as bastily as the SURVEY seems to have done. Dr. Goddard himself says: "Our study, therefore, makes no attempt to determine the percentage of feebleminded among immigrants in general, or even of the special groups named—the Jews, Hungarians, Italians and Russians." He goes on with a statement of opinion, proof for which is not given, "So valid, will not give us the percentage of Ellis Island immigrants who are defective, nevertheless the figures would only need to be revised (reduced) by a relatively small amount." It must not be forgotten that the purpose of the study was the testing of the

feasibility of applying mental tests to the immigrant, and that the experiment was conducted with a selected and small group and that therefore the results do not give percentages of feeblemindedness among immi-

grants.

The paper, however, concludes with statements that contradict the earlier assertions. By the use of the Bines-Simon tests it was by the use of the Bines-Simon tests it was grants tested (only thirty-five in number, and it must be kept in mind that the addition or subtraction of one person in so small a group would materially change the result), failed to qualify as normal and would be considered to the state of the smallness of the groups, were about the same. In spite of the smallness of the groups, Dr. Goddard makes the weeping statemen, 'But even do per cent is a startling proportion for the feebleminded among our immigrants.' And again, chewhere in the article, the writer of total immigration.

In his summary nie writer says, "It seems wident that mental tests can be successful used on immigrants atthough much study is still necessary before a satisfactory scale can be developed." Following on the beels of this modest statement comes the assertion, "One can hardly escape the conviction that the intelligence of the average 'third class'

and interingence, we are very security and the control of Jewish Women has been in daily contact with immigrants particularly Jewish and particularly lewish, and particularly lewish, and particularly lewish, and particularly lewish, and particularly women, girls and chillion of the control of the control

Our follow-up work the thoroughness of which can be estimated from the fact that only fourteen were lost, out of the total of 3.623 who have been visited since March, 1915, and which visiting continues while the allen is technically an immigrant, shows that callen is technically an immigrant, shows that came to our notice, are "making good," None not certified have shown a tendency toward feeblemindedness, while one who was certified has since had the certification withdrawn. The conclusion of the Council of Jewish Women, drawn from its experience of Jewish Women, drawn from it

Dr. J. Victor Habermann says: "The Binet method is utterly inadequate to furnish one with either an accurate or truthful equation of the general intellectual ability of the control of the general intellectual ability of the control of the general intellectual ability of the control of the c

different languages, different education or lack of education

Dr. Goddard himself says that even if Dr. Goddard nimeelt says that even it these defectives are morons, it must be due to environment, not heredity, for is an investigation made by himself a few years ago he found that only 4½ per cent of the inmates of institutions for feebleminded were of foreign parentage.

HELEN WINKLER, Chairman, ELINOR SACHS, Investigator. [Council of Jewish Women, Department of Immigrant Aid.] New York.

[It is a bit difficult to tell just where our correspondent's criticism of the SURVEY ends and that of Dr. Goddard begins. We shall We shall confine ourselves to the former, since Dr. Goddard is able to take care of himself. First, it should be made clear that the SUR-VEY printed its digest of Dr. Goddard's article as news: a noted psychologist had said certain things and we undertook to give the gist of his remarks to our readers. If these remarks are astonishing we can only com-

pliment our news sense.

MAN

Clearly, however, this put upon as the obligation to make a correct summary. Our correspondent charges that we omitted "the most essential fact as to who were studied, i.e., was it a representative group of immigrants, a large group or the special group which Dr. Goddard finally chose." On the contrary, we carefully pointed out, first, that both the obviously intelligent and the ob-viously defective had been removed from the group studled and, second, that the group included thirty-five Jews, twenty-two Hungarians, fifty Italians and forty-five Rus-

The chief other question raised by our correspondent comes down to this: Is our interpretation of Dr. Goddard's conclusions, and especially our statement that "the most favorable interpretation of their results is that two out of every five of the immigrants studied were feebleminded" as accurate as a brief digest of a long article can reason-ably hope to be? Barring the title, it is altogether accurate. Our critic quotes only Dr. Goddard's cautionary and modifying sentences. Yet Dr. Goddard said: "Accord ing to this criterion [the special scale detain difficult tests] more than 40 (for all groups it is 39.1 per cent) would be considered feebleminded according to the usual definition. It must be admitted that this gives the immigrant the benefit of every doubt." Again: "Doubtless the thought in every reader's mind is the same as in ours, that it is impossible that half of such a group of immigrants could be feebleminded, but we know that it is never wise to discard a scientific result because of apparent absurdity."

It is perfectly true that Dr. Goddard said It is perfectly true that Dr. Journal of that the results did not give the percentage of all Ellis Island immigrants who are defective. It is also perfectly true that we said he said that. Indeed, always barring that unfortunate title, we think our summary was a very good one.-EDITOR.1

partment as one way in which the state might worthily inaugurate its second cen-tury. Through such a department it could coordinate all existing agencies both public and private; could appoint, in consultation with county judges, unpaid boards of child welfare connecting local communities with the state department; could have some voice in selecting local probation officers and other employes in the public service for children; could register and follow up every ward of the state assigned to guardianship, and could assume the disposition of any case with which the local anthorities knew not what to do; could stamp out "traffic in children" by making it illegal for any other than licensed individuals or agencies to operate a child-caring work; could extend the inspection and licensing of institutions to include all agencies regardless of the source from which the children are re-ceived; could work out safe standards for all such institutions and could also revise and create legislation required to promote

the work of such a child welfare department. the work of such a child wetrare department.

At the end of a century, Mr. Reynolds
concluded, "Illinois childhood is sending forth
its plea that the wailing of children in moral physical distress be heard, that causes and of delinquency and dependency be removed, that strong bodies and feeble minds be found less together, that the anguish and remorse of the socially condemned girl-mother be forever comforted and the paternal rights of her child speedily determined and se-cured, and that in the dawn of a new and cured, and that in the dawn or a new and brighter century, Illinois, as a wise parent, will answer and say, 'You are my children. For your joy and suffering the state is re-sponsible, for your welfare I will provide'."

# Conferences

PUBLIC WELFARE IN ILLINOIS Y two forward-facing features the twenty-second Illinois State Conference of Charities and Correction regpolicies of the state. One was an official event brought to pass to signalize the advent of the Department of Public Welfare, which was created by the recently enacted civil The director, Charles H. Thorne, called together the members of his staff, the superintendents and wardens of all the charitable, penal and reformatory institupartment and the state civil service commission for a first annual conference, the six sessions of which were devoted to consultation of "How to meet the high cost of food, fuel and clothing in the state institutions. Special section conferences were held by the managing officers of the charitable institutions and the penal and reformatory group. In opening the state conference, Governor Lowden struck a high, firm note to which the general and special programs kept well keyed up. The very distraction of the war he claimed to be all the more of a reason for considering "not only old but new social problems," when "better organization of social forces and new methods of efficiency" are demanded to meet the exigencies of the "Specialized scientific forces in our institutions," he declared, "are required as never before." Believing in the principle of promotion, he said, "the greatest efficiency can be attained if any young man or woman going into an institution with heart and soul in the work can come out a superintendent." Efficiency through cooperation rang all down the line of the official conferences like a gen-

eral order from the commander-in-chief with very specific applications to each group.

The one aggressively reactionary note was struck by an assistant state's attorney who declared that parole and probation laws should be abolished, because they encouraged crime, and "punishment should be given to deter others from committing crime, and not for reformatory purposes." He was promptly challenged by Superintendent of Prisons John L. Whitman, whose thirty-five years of successful dealing with the criminal classes gave authority to his declaration that "the old barsh method of treatment of prisoners was ineffective as a cor-rective measure." Will T. Davies, long associated with Mr. Whitman in the Cook county jail and now his successor, defended the parole against its abuse by grasping employers, to whom younger prisoners are paroled and are exploited for low wages until so discouraged as to return to criminal pursuits. The superintendent of the Pontiac Reformatory thought that 50 per cent of the employers take boys under the parole system because it is possible to get them for low wages while they are not in position to protest. Judge Hugo Pam stoutly defended modern penological methods by his experi-Chicago.

Next to these official declarations of policy. the utterance which was most impressive was dent's address on Illinois Child Welfare at the End of a Century,

Prompted by the approaching centennish of the state, he reviewed the development of its past child welfare policy and pro-

### BETTER HOMES FOR CITIES

THE three days' session of the American Civic Association, held in St. Louis, October 22-24, was given over mainly to discussions of housing and to the establishment of parks all over the country. Special stress was laid on the desirability of state parks in the Ozark district of Mis-

Almost every discussion, however, related itself in some way to conditions and problems of war.

Fresident J. Horace McFarland of Har-risburg, Pa., in his presidential message which he called A New Call to Arms, in-dicated the need of "another liberty army pledged to the selection of capable and effi cient men for public service." He spoke of the necessity of men ready to "face ballots as well as bullets" and indicated that the Americans who are neglectful of democratic

institutions at home are giving aid and comfort to the enemy.

A great deal of attention was attracted by John Nolen's speech on Economic Problems of Industrial Housing. Mr. Nolen pointed out the defective housing in American industrial centers, contrasting these conditions with what he had found in the gar-den eities of England, and with the workingmen's homes in Essen and other parts of Germany. He asked the audience to decide for itself for which kind of home soldiers would fight most valiantly.

The officers have been recleeted as folws: J. Horace McFarland, president; John Nolen, first vice-president; Karl V. S. Howland, treasurer; Richard B. Watrous, secre-

### AID FOR OVERSEERS OF POOR

THE Pennsylvania legislature at its last session passed an act authorizing the directors of the poor and other officers having charge of the poor in the various districts



### THE WORLD PERIL

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### PRINCETON UNIVERSITY PRESS Princeton, New Jersey

districts the annual meetings of the Pennsylvania Association of the Poor and Chari-ties and Corrections "for the purpose of discussing the various questions arising in the discharge of their duties and of pro-viding for uniform and economical methods visuage for uniform and economical methods of administering the affairs of the respective poor districts." As a result of this act the attendance at the forty-third annual meeting at Johnstown, October 15-18, was probably the largest in the history of this asso-

On the program this year, one entire section was devoted to various problems connected with county home and almshouse manage-In the discussion it developed that there is an increasing sentiment against the separation of aged respectable couples when they are committed to the almshouse. A considerable number of the directors of the poor went on record in favor of making every effort to keep husband and wife together in the county home.

At the session on the work of county and state penal institutions, T. B. Patton, superintendent of the Huntingdon Reformatory, stated that only about 13 per cent of their paroled boya violate parole and that they lose track of only about 4 per cent. Superintendent Patton described how the time of perintendent Patton described how the time of the parole and the sentences are deter-mined by the board of managers. F. H. Nibecker, of the Glen Mills School, and William F. Penn, of the Morganza School, told how their institutions seek to adapt themselves to the needs of the boys who assent to them from the public schools when the control of the public schools through the juvenile courts.

The convention authorized the appointment of a committee of seven members to study the question of codifying the 800 separate poor laws of Pennsylvania. They will bring in a report at the meeting to be held next year in Butler, Pa.

Albert P. Roderus, of Pittsburgh, succeeds Oliver P. Bohler as president and Edwin D. Solenberger, of Philadelphia, was re-elected secretary.

### SOCIAL PROGRESS IN IOWA

THE nineteenth Iowa Conference of Char-ities and Correction, held at Mason City, October 14-16, was perhaps the most successful in the history of the organization. Earnestness, enthusiasm, and a sort of family spirit characterized the gathering. extent to which the conference touched the local community was evidenced by the careful and hospitable preparation for delegates and the presence of some fifteen hundred persons at the Sunday evening mass meet-ing. The sessions opened with an address ing. The sessions opened with an address by the president, Paul S. Peirce, on social legislation with special reference to the work of the last General Assembly in Iowa. Throughout the conference emphasis was placed upon the peculiar problems growing out of the war situation, such as civilian relief work of the Red Cross, educational and recreational activities in and about mili tary camps, and the safeguarding of child life against the hazards of wartime

Child welfare was considered from almo every angle, including care of neglected children, in homes and institutions, child placing, children's code-making. Professor Bird Baldwin outlined plans of the child welfare research station recently established at the state university at Iowa City for the investigation of scientific methods of conserving and developing the normal child, the dissemination of the most approved infor-mation on the subject, and the training of students for child welfare work.

For the first time, a session was devoted to rural social problems, as well as to industrial welfare and to community health. Illuminating papers were presented on the Iowa labor situation, rural sanitation, hou lows labor situation, rural sanitation, hous-ing surveys, and library extension for the benefit of rural folk. J. C. Sanders made a telling plea for a national vagrancy law. At the business meeting it was voted to

change the name of the organization to the Iowa Conference of Social Work and to appropriate a small sum towards the effort of the national conference secretary in coop-erating the work of local, state and national

Dodles.

The next conference will be held at Mus-catine, October, 1918. The following offi-cers were chosen; president, H. L. Hough-ton, Sioux City; secretary and treasurer, Bessie McClenahan, Iowa City.

### CIVIC PRIDE IN KANSAS

AT the meeting of the League of Kansas Municipalities, held in Wichita the past week, 129 persons were registered in at-tendance from 48 Kansas cities and towns and from outside the state. Organized originally, eight years ago, as a league of cities, the organization has been broadened to include a place for service for each in-dividual and organization in the state interested in better government and more wholesome community life.

The resolutions adopted by the convention include a strong and unreserved declaration of support of our president and national government in the carrying through of the war for freedom, democracy, and the safety of the nation. Those present also endorsed the permanent income provision for the uni-versity, agricultural college and other schools of the people of the state. In the legislature, the league's committee on legislation actively cooperated in the movement had for the submission of this much needed amendment.

Wednesday morning the various groups of delegates met in department round table



DR. KARL

"'And for all that, mind you," Bertrand went on, there is one figure that has risen above the war and will blaze with the beauty and strongth of his cour-

"I listened, leaning on a stick towards him, drinking in the volce that came in the twillight athose free the lips that is raving upon. He evid with a clear volce—Liebtanecht!"—From Le Far (Under Forty Harri Barbuses.

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conferences. The group meeting of the su-perintendents of the municipal water and electric plants was especially well attended about twenty superintendents being present

and taking part in the discussion. The city clerks also had a very interesting conference. In connection with the educational campaign of the league for the submission of paign of the league for the aubmission of constitutional amendments for wider powers of home rule for cities, and the initiative and referendoum, the Wichita meeting was significant for the plan of cooperation de-veloped for the state federation of labor and the farmers' organization of Kansas to work with the civic interests of the state.

Representatives of the working men and farmers of Kansas, representing thousands of members, pledged their assistance in an active movement for better city and state

government.

### PRODUCTS OF WESTCHESTER

PRODUCTS OF WESTCHESTER

At the Westchester County Conference
of Charities and Corrections, held in White
Plaina, Ocender 25. Though both are almost
beanstalk growth in warriem placed them
prominently on a program directed chiefly to
warriem social problems. Both, moreover,
have flourished in Westchester the past year.
Beth are giving Westchesteries deep concontrolled to the controlled of the controlled of the
more abundant crop of bad boys is very whereas the erroy of potatoes bids fair to increase until, mayhap, farming Instead of

increase until, maynap, farming instead of commuting becomes the popular county sport. In the absence of V. Everit Macy, county commissioner of charities and correction, and president of the conference, John R. Shillady made a plea for the establishment of a

special court in the county with jurisdiction over children's cases or for the appointment of a circuit judge to sit in different towns and hear the cases of minors. Mr. Shillady described how the present system of dealing with juvenile offenders in county courts clogged the machinery of the courts in their proper duties, and resulted in the ineffective supervision of the children. By way of comparison he introduced Judge J. B. H. Stephens of Monroe county, who told what a special court for children's cases and a staff of twenty probation officers had done to re-duce juvenile delinquency in a county with the same population as Westchester.

The Committee on Children's Courts ap-ointed at the 1916 conference asked that pointed at the 1916 conterence assets to it be continued until it had completed its investigations, with power to draft and propose legislation in the name of the continued to chilference, either for a court limited to children's cases exclusively or to include adult contributory delinquency affecting children.

To take charge of bad boys who grow up to be bad men in Westchester county, the Committee on Legislation recommended the creation of an indeterminate sentence and the appointment of a parole commission. As an example of the efficacy of parole and indeterminate sentence laws, Burdette G. Lewis, commissioner of corrections, New York city, showed by means of a chart how workhouse convictions had decreased since such laws were put into effect last year.

The discussions of the conference switched to food in the afternoon. John J. Dillon, commissioner, New York State Department of Markets, opened the session. He pro-duced figures demonstrating that whereas the farmer gets but thirty-five cents out of every dollar the consumer pays, the mid-dleman gets sixty-five cents. "No farmer," dleman gets sixty-live come, said Mr. Dillon, "will swent to make 'two blades of grain grow where one grew before' unless he has some inducement. commissioner's plan for lowering food prices is to abolish the middlemen, transport food from farm to city under the supervision of state officials, and sell straight from retail stores to homes.

Westchester farmers, however, did not suffer from the pressure put upon them for enlarged cultivation described by Mr. Dillon, owing to the efficient and intelligent handling of the situation by a county commission of general safety. According to the chairman, Arthur N. Lawrence, the commission secured friendly cooperation from the farsecured triendly cooperation from the far-mers by guaranteeing a minimum price for every bit of produce not sold—a guarantee that was never taken advantage of since the farmers disposed of their goods at higher prices elsewhere. As a result of the efforts of the commission, Westchester had a tilled of the commission, Westchester had a tilled 1916, and settings of 18 are sent inspects. acreage of 14,000 as against 20,000 acres in 1916, an average of 18 per cent increase for the county as against 10 per cent for the state as a whole. So many peas, beans, beets and ears of corn were produced in Westchester that a women's committee, headed by Mrs. V. Everit Macy, started a canning campaign to preserve the uneaten food. Over 40,000 jars of vegetables and fruits put up in home and in community kitchens testify to the success of the campaign.

At the tall end of the conference, Owen R. Lovejoy of the National Child Labor Committee, swung back to bad boys by point-ing to the excess of invenile delinquency in foreign countries, caused by the removal of parental supervision, darkened streets, and the relaxation of school and child labor laws. He nrged the maintenance of educa-United States. Maude E. Miner, emphasized the need of wholesome recreation centers near training camps and women patrol offieers to prevent young girls from becoming

### PERIODICALS

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If yan know the name of the agency or organization, turn direct to the list-ings (3d column) for address, corre-sponding officer, etc. [They are ar-ranged alphabetically.]

If you seck an unknown source of information, turn to the subject index, following. The initialings correspond following. The initialings correspond to capital letters in names of agencies.

If you want to know the agencies at work in any great field of social concern, turn also to this index. [They are grouped under major subject classifications, as "HEALTH," printed in capitals.]

Correspo indence is invited by the agencies lised; questions answered (enclose postage for reply) and pamphlets supplied free or at nominal charges. Membership is not required of those seeking information, but offers an opportunity for you to share spiritedly and seriously in your com-munity or profession in an organized movement which is grappling with some country-wide need or cause.

If you are uncertain where to turn. address the SURVEY, and we shall en-deavor to get your inquiry into the right hands.

### WARTIME SERVICE

"HOW the Survey can serve" mal conference held early in April, in our library, to which we asked the exceutives of perhaps twenty national social service organizations. The conference was a unit in feeling that as a link between organized efforts, as a tink between organized egoris, as a means for letting people throughout the country know promptly of needs and national programs—how, when and where they can count locally—the SURVEY was at the threshold of an opportunity for service such as has seldom come to an educational enterprise.

The development of this directory is one of several steps in carrying ont this commission. The executives of these organizations will answer ques-tions or offer counsel to individuals and local organizations in adjusting their work to emergent wartime dcmands.

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# Invisible Armor

Extracts from an Address Delivered by Newton D. Baker, Secretary of War, at a National Conference on War-Gamp Community Recreation, Washington, D. C., October 23

O army ever before assembled in the history of the world has had so much thought given and so much labor performed in the interest of its social organization. It is no reflection on anybody to thave some sort of inspiring music marched through the street, to have a local oratorical outburst on the subject of the particular cause for which the army was desired, to have young men follow the music and then be taken off to make their own eamps, to make their own conditions, and then to be sent to the battlefront with that much training.

But the United States is a civilized country, Nobody realized how civilized it was until we assembled this army, for instantly there came from all parts of the country a demand that this army should not be raised as armies hitherto had been; that it should not be environed as armies hitherto had been, but that such arrangements should be made as would insure that these soldiers, when actually organized into an army, would represent and carry out the very highest ideals of our civilization. . . . .

For a great many years in America we have been struggling almost despondently with the problem of the large cities. We knew that the large city was economically and industrially more efficient. We knew that by getting people close to the place where they were to work, getting them in large groups, we multiplied the industrial output of the individual. We knew that by getting people into large cities we were able to extend over a wider surface the so-called conveniences of modern civilization: that people could live in better houses: that they could have better sanitation; that they could have better medical care: that they could have freer access to public libraries and opportunities for culture; that they could have better schools. But we realized that we paid a price for the city, and that price consisted in the tempestuous and heated temptations of city life, and every man who has had any opportunity to study city life has had his mind more or less held in a state of balance between its advantages and its disadvantages.

It used to be said that a family ran out in three generations living in a city, and that it was necessary to replenish the vitalty of city-dwelling people by constant drafts upon the unspoiled people of the countryside; and that was, we learned, because of the vices which grew up in cities, and because all of those restraints of neighborhood opinion were gone. A boy in the country was known to everybody of his neighborhood. His misconduct was marked. The boy in the city could be a saint in the first ward, where he lived, and a scapegrace in the tenth ward, without anybody in the first ward discovering it. There was an absence of that pressure of neighborhood opinion, that opportunity to cultivate the good opinion of old neighbors, which was evident in the countryside where conduct was more obvious.

Now, for a long time we tried a perfectly wrongheaded process about the city; we tried to pass laws and to enforce them by policemen, which would cure all these ills. I do not mean that we ought not to have some policemen, but we imagined that our sole salvation lay in the passage of laws and in the employment of policemen. And I can remember when I was mayor of a middle-western city, that every now and then some movement would get its start to have a curfew law passed in that city, to make everybody go to bed at a particular time. Some laws of that kind were passed, and some supreme courts held they were unconstitutional, and some held they were constitutional, but no court had any right to pass on the real fact involved, which was that they were in-effective.

And then all of a sudden the discovery was made that the way to overcome the temptations and vices of a great city was to offer adequate opportunity for wholesome recreation and enjoyment; that if you wanted to get a firebrand out of the hand of a child the way to do it was neither to club the child our to grab the firebrand, but to offer in exchange for it a stick of candy!

And so there has grown up in America this new attitude, which finds its expression in public playgrounds, in the organization of community amusements, in the inculcation throughout the entire body of young people in the community of substantially the same form of social inducement which the American college, in modern times, has substituted for the earlier system of social restraints.

And now that we have these great bodies of young men to consider, we have also the analogies which are necessary to

apply to the task. . . . These boys are going to France; they are going to face conditions that we do not like to talk about. They are going into a heroic enterprise, and heroic enterprises involve sacrifices. I want them adequately armed and clothed by their government; but I want them adequately armed be armor to take with them. I want them to have in armor made of a set of social habits replacing those of their homes and communities, a set of social histis and a state of social mind born in the training camps, a new soldier state of mind, so that when they get overseas and are removed from the reach of our comforting and restraining and helpful hand, they will have gotten such a state of habits as will constitute a moral and intellectual armor for their protection overseas.

You are the makers of that armor. General Crozier is going to make the guns; General Sharpe is going to make the clothes; but the invisible suit which you are making, this attitude of mind, this state of consciousness, this esprit de corps which will not tolerate anything unwholesome, this brand of righteousness, if I may speak of it as such, which you are going to put on them here by making them, as a mass, acquire an attitude towards themselves and towards communities in

which they happen to be, and toward their own country, this pride that they ought to have in being American soldiers, and representing the highest ethical type of a modern civilization—all that you are manufacturing in your armories, in the diamer tables of brivate homes, in the rooms of Young Men's and Young Women's Christian Associations. There are all kinds of places where the sound mind of a community can be brought into contact, in a wholesome and inspiring way, with the soldier group in its process of training.

And when the war is over, and our boys come back, and our cities have strengthened themselves by their cooperation, and we have throughout the country the common feeling that we all helped, and share the pride of having participated in this great undertaking and this great achievement, we shall find that for the after-war reconstruction, for this great remedial process as to which none of us know much, and of which most of us are almost afraid to think, our people are sound and virile and intelligent, that American public opinion has been strengthened and made more wholesome and comprehending, and that America is truly a more united people and understands itself better than it ever did in its history.

# Casual Reflections on the Election

By Mary K. Simkhovitch

HERE were not so very many at six o'clock. My first inquiry, as I picketed on the corner, as to whether a citizen walking by to our election district polling place was going to vote for woman suffrage, was a curiously gentle, "I suppose not." I suppose to didn't.

Centre in New York Evening Past

AT LARGE AGAIN
The Tammany Tiger: "They voted for me."

But 91 out of the 228 vores cast in that election district were for suffrage as against 76 opposed. Fifty-nine of the brethren cautiously refrained from expressing their opinions, and two in their passionate zeal to defeat the amendment wrote "No" in a large, bold hand, which, as in so many cases of headlong interest, negatived their desire. Two hundred and twentyeight voted of the 239 registered. This gave the election district to suffrage. The cautious 59 evidently were not yet prepared to take so fateful a step. It is obvious that they had been asked at any rate not to yote against it.

And the thanks of the women of our neighborhood as throughout the city are due to the Democratic party organization, as well as to a general change in favor of women's voting brought about by reason of the President's message of approval and interest, the fine organization of the suffrage leaders and the great services to the country by women at this time.

For several hours I picketed before turning in as a watcher. "Sure, I'm for the women," was the general reply to inquiries. A few of the 76 opposed looked the other way without answering, but in no case was there the faintest discourtesy. With men of our district, in fact throughout all the working districts, the question was taken in a serious manner that was befitting its great political significance. The shame-facedness of two years ago was totally absent, and even the small boy's old slogan of "suffering cats" was absent.

The plain fact is that though indeed the woman's place is in the home, in our neighborhood it is also so largely in the factory, the workshop, the store and the office that fathers, brothers and sons have long been convinced of the right and inevitability of this great political change. In the case of the Italians of our district, the fact that their women are beginning to work so largely in factories was perhaps the dominant reason for the change in their attitude towards suffrage. "My daughter she works, she must vote too like me." It is indeed obvious.



The New York suffrage vote: Yes, 641,481; No. 547,189

The principal reason for opposing it has been the disinclination to face the new work that political parties must take up. the realignments that may ensue, in fact the political insecurity of the situation. But clearly it was finally decided that it was safe to take a chance. The stronger the organization the safer the chance. We owe a great debt to Tammany Hall as well as to other groups, and if in their case there was an admixture of selfish interest in looking into the political future of the organization, this is no doubt also the case with other groups as well. No lofty political change has ever taken place without such an admixture of motive.

As we watched from the time the polls opened in our district to 2:30 A. M. on Wednesday, the bringer-in of refreshments was almost more popular than any of the causes which we individually espoused. Our Democratic election district captain has an Italian friend who sent in two huge pizzas. A pizza is a kind of huge, round, hot short-cake with anchovies, peppers, mushrooms and cheese on top. This is probably the very best thing ever made even by the Italians. Our policemen woke up, we all dropped our tally sheets, neighbors who were standing on the other side of the rail looked on with envy as we watchers, inspectors and clerks made away with the celestial pies. The coffee and sandwiches the settlement sent over later seemed tame indeed, though they kept us going until the boxes were sealed up and the proprietor of our little store, with charming politeness, bid us a farewell.

One of my Tammany friends who was watching and who thought I showed very poor judgment in being for Mitchel said: "I'm strong for Hylan; Mitchel is the worst of the two." I reflected on this gem for several hours and haven't gotten over my reflections yet. Didn't that sum up a widely spread opinion? Whereas the organization was not deeply pleased at the candidacy of Judge Hylan, it certainly knew it was against Mitchel. I believe the dominant reason to the people at large in this city was what appeared to be the assumption that lovalty was the property of one particular group

Cassel in New York Evening World and not the treasured possession of a great majority of the citizens of this city.

I believe Mr. Mitchel's administration to have been the very best that the city has ever seen in the interest of working people so far, that the city departments have, as a whole, been run in a humane way, and that in a very vital sense this administration has been the "friend of the people." But there's no use in pretending that there is no room for progress. This administration knows it as well as anybody else and acknowledges it. But the people of the city of New York evidently want a change. Even in our solidly Tammany district there were fifteen votes for the straight Socialist ticket and twentysix for Mr. Hillquit. "Gee," said the chairman of the election board, "is the old ninth ward going Socialist!" Let's be youthful and energetic and sensible enough to make up our minds that progress is not the prerogative of any one group, and that in any and all circumstances the human interests of this city can be safeguarded and furthered. Whatever forces for good government there have been in this city exist now and will continue to exist. Some of these forces will lie in the incoming administration and some will not. It is those forces that should pull together the progressive and humane men and women voters of this city to get done what they want to have done, for behind formal government is always a still more powerful public opinion which no formal government can ever afford to disregard.

Women will not be so likely to be partisan as men, though they will of course line up also. But on the whole, an independent public opinion will be fostered by their admission to the electorate. We realize our responsibility and are already preparing to meet it-but that's another story.

Donahey in Cleveland Plain Dealer





"IT IS NOT FAIR" The Ohio suffrage vote: No, 311,764; Yes, 217,663

# Tammany by Default

### By Karl de Schweinitz

<sup>4</sup> ▲ ND who introduced the Gary system?

"Was it a man elected by the votes of the people?
"No, it was Judge Gary, president of the Steel
Trust, who has made millions of dollars out of

In this typical snatch of campaign oratory delivered from a soap box to an East Side crowd by a fourteen-year-old boy are to be found the fundamental reasons for the overwhelming defeat of the Fusion administration in New York city on November 6. There has been much discussion of Mayor Mitchel's wisdom in selecting, or in permitting to be forced upon him, the issue of patriotism. Undoubtedly it cost him the support both of those who were opposed to the war, and of those who felt that during the war free speech had been restricted and reaction had gained in power; undoubtedly, also, it lost him the votes of men who resented what they considered the unfair assumption that any one who disagreed with the mayor of New York was against the United States; nevertheless, with or without the patriotic issue he would have been defeated.

It was not the war which made William M. Bennett, a relatively unknown man, victorious over Mr. Mitchel in the Republican primaries or which gave Mr. Bennett \$1,000 votes in the election, and it was not the war alone which transferred eighty thousand votes from reform to the Tammany candidate, John F. Hylan. Mr. Mitchel's fight upon the patriotic issue was only a symptom of the causes which were really responsible for his defeat.

Even if the Fusion Campaign Committee had been efficient from the beginning of the summer it is seriously to be doubted whether Mr. Mitchel would have won. The election was lost at least two, and, perhaps, three years ago. It was lost first because Mayor Mitchel either was not truly democratic, or was unable to interpret himself to the people of New York, and second, because he did not educate the electorate to the ideals and accomplishments of his administration. Fundamentally, his failure was the failure which has defeated reform everywhere, a failure by which the social worker and the governmental expert must profit if they are to make a lasting impression upon municipal affairs.

The boy who contributed the amazing information about the Gary system plainly believed that the mayor had betrayed the people into the hands of big business; yet students of municipal affairs agree that New York has never had a more impartial administration. Not the facts, however, but what the voters think are the facts, decide an election. The voters thought that Mr. Mitchel preferred the rich to the poor. In the newspapers they read about his attendance at banquets with the notables of the allied commissions, and in the Sunday supplements they saw photographs of him in familiar association with men of wealth and with the leaders of the conservative forces in the country.

It was fitting that the mayor should represent the city at important gatherings. It would be ridiculous even to in-

his is a Soap Box Ag-i-fat-or. Does He Want To See the May-or De-feated? He Does. Why? Be-cause The May-or Pre-vent-ed Him From Talk-ing Se-di-tion and Stir-ring Up The En-emies At Home to Aid and Comfort the En-e-mies That Our Sol-diers Are Fight-ing, a-broad.



PUSION CAMPAIGN DOCUMENTS

This leaf from the Political Primer, written by Porter Emerson Browns and illustrated by Rea Irwin, is an example of the ferried patriotism on which the New York municipal campaign was fought out. Most of the "soap-box agistors" were intensely patriotic Irizhmen. Their criticism of British mirrale in Ireland Fusion speakers to denounce them as "pro-German," with the result that the Irish vote went solidly against Mayor Mitchel.

tinate that a rich man or a conservative man should be taboo to the mayor of New York. The mistake of Mr. Mitchel was that he always appeared in this company. Indeed, it was only through newspaper notices and through newspaper pictures that the people saw him. They had no opportunity to become acquainted with him. They had no opportunity to he had friends among the wealthy. They had nothing tangible to show that he really cared for the poor man. Nor did the departmental heads of the administration come before the people often enough to counteract this unfavorable impression. The men who were governing the city of New York had no direct contact with the great mass of those whom they served so well.

The Fusion campaign managers were probably right in feeling that during the last three or four weeks of the can-vassing an emotional issue was needed. The issue should have been Tammany versus good government. The selection of the patriotic issue was a mistake, because it was not the issue. After a Fusion speaker had finished an appeal to the members of a church club to join the fight against Turk, Teuron and Tammany, one of the audience remarked that he had intended to vote for Mr. Mitchel, but that this attack was ourfair that it had decided him in favor of Mr. Hydna.

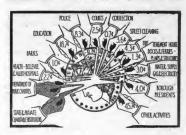
If Mr. Mitchel had been in touch with the people, he would not have accepted the patriotic issue, or he would have presented it differently. In making it part of his platform he identified himself with those who the East Sider believes are exploiting him. It is not easy to speak upon the street corners of New York. One must understand the crowd. And many of the men who have exhorted the people most upon the subject of patriotism have not understood the crowd. Mr. Mitchel in joining the issue was obliged to assume the onus of their mistakes. Added to this were the mistakes of his own advocates. For the most part, they did not know how to interpret patriotism to the street.

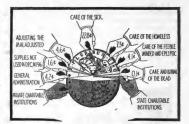
They preached the patriotism of the post-Civil War period. And that is not the patriotism of today. It is said that religion must be interpreted anew to each generation. This same conception might well be applied to patriotism. The campaing speakers, instead of expounding the issues of the war, instead of starting with the point of view of the crowd, and then leading them to a true understanding of the international situation, preached, scolded, threatened and shouted. It was a patriotism of turbulent oratory instead of one of patient exposition and persuasion. "We're for the United States," exclaimed one wearied listener, "but we're tired of being yelled at."

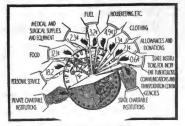
Even if there had been no war, it is doubtful whether without a change of policy the Fusion administration could have succeeded itself. In a municipal election the governing party is at a disadvantage. It is on the defensive. If it rules impartially, that very fact means that it makes enemies. Moreover, its actions so intimately affect so large a portion of the citizenship that the possibilities of being misunderstood are almost infinite. In addition to all this, the ideals of a reform administration are higher than those of the pecolar

The incident of the boy who confused the Gary system with Judge Gary was no less usual an occurrence during the campaign than the objection to the Gary schools by the man whose son had been committed to an institution by the Gery Society (the Society for the Protection of Children from Cruelty), or the inquiry of the woman who asked who the Gary sisters were. In cosmopolitan New York the objection to the importation of out-of-town experts appeared in the heckling again and again, and it was a woman of intelligence and means who said that her husband was taking time from

his office in order to campaign for Mr. Hylan, because Mr. Mitchel was so corrupt. Any one who went about town in the weeks preceding the election, or who tried to speak for the mayor and answer the hecklers, could give scores of other







FUSION CAMPAIGN DOCUMENTS

Admirably written and illustrated with photographs, maps and charts, a small book, Humanizing the City's Charity, etforth one of the major achievements of the Fusion administration. The graphs by Margaret L. Hubbell reproduced above told, for instance, the charittee share in the 1916 budget dollar (top), the charities share in the 1916 budget dollar (top), the charities dollar dissected as to whom it serves (middle), and as to how it serves (bottom). But the report came out so late—almost the eve of election down-that no one had time to read it.

Diseased by Google

instances of the manner in which the accomplishments of the Mitchel administration were misunderstood. This is the handicap with which every municipal administration goes before the voters for re-election. There is only one way of overcoming it, and that is the way of education.

Three years ago the mayor and his associates should have begun a systematic visitation of the neighborhoods of the city. Making use of the various public forums, the social centers in the public schools, the churches, settlements and the like, they should have explained to the people what they were trying to accomplish. They should have invited questions and suggestions. They should have interpreted their municipal improvement in human terms. In three years it would have been possible for the mayor and each of the department heads to have spoken in every part of the city. Even the most casual acquaintance with the men and women who were appointed by Mayor Mitchel would have been an education in reform. It would have shown the people the difference between the Tammany office-holder and the municipal specialist. It would have reconciled them to the few out-of-town experts who took service with the administration. And at the same time, by getting the point of view of those whom they were serving, the men in office would have made themselves more efficient. Something of this sort was indeed done, but in so limited and unsystematic a way as to be insignificant in its effect upon the whole electorate.

Such a program of neighborhood education and discussion would have reduced misunderstandings by anticipating them.

It would have made Tammany's campaign of misrepresentation ineffective. When, for example, the Gary system was introduced into the first public schools, meetings of the parents should have been called. The plans of the administration should have been explained. In conference with the fathers and mothers, many of the inconveniences which became evident later might have been obviated at the start, and the people might have been committed to the Gary plan. It is true that many meetings were held for the purpose of discussing the Gary system, at which members of the Board of Education, eachers, and social workers spoke; but this was after criticism had developed. Moreover, every part of the city was not given the intensity attention that the situation demanded.

This same method might well have been adopted in other affairs of the administration. The difficulties arising from the food shortage might have been dealt with in like democratic fashion.

Something far more fundamental than mere publicity is involved in this. The Mitchel administration had probably more newspaper mention about its achievements and more other kinds of notice than any previous group of reformers. What was needed was the sort of man-to-man discussion with the voters that we usually ascribe to the old New England town meetings—an educational process that not only informs the people, but also enlightens the official. It would have entailed a draft upon the time of the heads of the city departments, but it would have been better to have made what increases in staff were involved than to have failed to fulfill the requirements of democratic government.

It is not to be expected that the voters can remember all the good points of an administration. The average intelligent person who says that Mayor Mitchel's government of the city has been admirable is not likely to be able to mention more than two or three of his accomplishments, but there is a cumulative effect in acquaintance with a group of capable and high-minded officials and in the hearing of stories of accomplishment which builds up a confidence that the insinuation and prevarication of corrupt politicians cannot break down. The weakness of the Mitchel administration was its failure to gird itself round with this armor of popular support, a support that comes only of mutual understanding. Fundamentally, it was the lack of this which enabled Tammany to achieve victory.

Fundamentally, also, it will be a lack of the same sort of confidence that will in turn defeat Tammany, provided, of course, the forces of reform present a united front four years from now.

No administration in a city as large as New York can control enough jobs to decide an election. It must continue in power through the good will of the people. Tammany has never before governed in the interest of the city. Tammany, therefore, is likely to find popular support even more difficult than did Mayor Mitchel.

Tammany's plans for the recent election were started so early that eighteen months ago the outlines of its campaign were generally known. Let the forces of good government profit by this example; preparation for a Tammany defeat in 1921 should be begun now. The people of New York should be educated to what reform has accomplished and what it can achieve. The operations of Tammany must be watched, and the implications of its misgovernment, whether through inefficiency or through intention (the tiger changes its stripes no more readily than the leopard its spots), must be made cate to everybody. Thus a victory for a human, efficient administration may once more be achieved.

Social workers, social reformers and municipal experts everywhere may with advantage study the lesson of November 6. The election in New York has demonstrated once more the truth that no progress is permanent which is not progress by everybody. Improvements in municipal administration and, indeed, in the whole field of social work can be introduced successfully only if they are interpreted and explained to the people. The municipal millennium is to be achieved through education and demorratic discussion.

### THE DEAF MUTE

By Florence Ripley Mastin

He walks within the dim, blue dusk With silent feet.
He's deaf and strange of speech.
The sea is in his gazing eyes,
Dark shadowed, grey and sweet.
He walks alone beneath wide skies
His form is like a withered husk;

Against the sunset cloud he stands
Upon the lonely dunes.
His caged soul flutters down the sands
Where the grey sea croons.
In some blue dusk for him will fall
An hour; unknown to men
His ear will catch the sea's deep call,

How sweet his singing then!

# A Criticism of Tuberculosis Sanatoria

By Samuel Wolman, M. D.

OW at last, after a sincere and arduous crusade, we have many tuberculosis sanatoria—and not a few state-controlled, for the comfort chiefly of the proletariat.

Following close upon the comparative success of the crusade, has come an adverse criticism, maintaining the futility of the sanatorium. Without for the time becoming a partisan in the debate, one would wish, as a spectator of the contest, that the institutions which are being defended were at least doing their best, and not a half best or even less than that. If they are to go down, let them go down with colors flying, knowing that if they are really useless, it is because they cannot be otherwise. But if judgment is rendered against them now, it will be not because of their inherent uselessness, but because their potentialities for good have not been fully developed.

The charges against the tuberculosis sanatoria, especially those for the poor, may be briefly stated because they are not new. But just because the evils are common, and well known, they are much in need of emphasis. These chronic sores must be irritated anew, else they may remain unhealed.

It can be assumed that in a sanatorium, even for the poor, on necessary precaution shall be disregarded for financial ressons; nothing that is valuable in treatment shall be neglected; no contra-indication shall be violated. We in the tuberculosis dispensaries, when we persuade an unwilling laborer to leave his work and enter a sanatorium, freely promise him that there everything that is medically possible shall be done for him; that all injurious factors shall as far as possible be removed from him.

We do not say to him: "Go there. You will get fresh air, but the food will be unpleasant; you may be forced to work when you should really be at rest, but go."

We do not say to him: "It is advisable to be in bed when you have fever; but in the sanatorium, on account of nursing difficulties, you may be forced to walk."

Either we should not make promises or the sanatorium should carry them out. As it is, we are joint partners in this social lie. We charge that the usual public sanatorium does not freely and generously give of what medical science holds to be necessary for the consumptive; and that it frequently contradicts what we have assumed to be its principles.

The importance of nourishing food in sufficient quantities in no greater than the importance of having it pleasing and acceptable to the patient. This is recognized by the relatives, friends and well-wishers of the patient. But unfortunately in many sanatoria, attention is given only to the nutritive aspect of the food and its quantity, while a sad indifference is manifested to its no less important psychological aspects.

In the patient's humble home, every effort is made—and properly—to cater to his appetite. The well sacrifice their own comfort, in order to further the assimilative forces of the sick by attending to the psychic signallings of the stomach. In the sanatorium it is argued that individual attention in these matters cannot be given. Ergo, a mauseating monotony is introduced in the form of a weekly menu as unalterable as the laws of the Medes and Persians.

The guaranteed stability of this dietetic order enables every patient to anticipate with apprehension and loss of appetite the exact arrival of the dish that to him happens to be intolerable. Moreover, the anticipatory distaste irradiates over other food in the same meal which would otherwise be agreeable. Thus the patient is deprived of a most important adjunct to his cure.

I know of patient after patient who has left the sanatorium on account of the food. I know these men to be same, reasonable citizens, anxious to regain their health. These have assured me that everything has been to their satisfaction but that the food was intolerable. The number of patients in the United States who annually desert sanatoria because of the food is not inconsiderable. Nor is this the sum of the mischief. We must not forget that many of those that remain do so only at a cost to their appetite and with a consequent impediment to their recovery. Nor is it too much to say that for not a few patients, the actual decision of life and death thereby goes the wrong way. We must always keep in mind that we are dealing with human life, and therefore what may in itself be trivial assumes huge importance, incapable of exaggeration, and too serious for an artificial sentimentality.

Again, for the treatment of fever in pulmonary tuberculosis, rest in bed is essential. If the fever is more than slight, the rest in bed should be absolute—as much as in typhoid fever, for example. That is, the patient does not leave his bed at any time, and is bathed and fed therein, no matter how well and strong he feels. Often, the fidelity with which this bed rest is insisted on determines whether the febrile patient shall go to his death or to better health. So that this discipline is of supreme importance.

It is, however, the routine in many public sanatoria to have fever patients leave their beds for meals unless they are actually too weak to do so. This culpable regulation is excused on the ground of an insufficiently large nursing staff.

But it is dishonorable not to tell the patient of this sad deficiency in the essentials of his treatment. A man battling for his life is entitled to know that the poverty of the sanatorium is diminishing his chances for recovery. Why should the poor be denied that which the physician of the rich insists on, and rightly, not as a luxury but as an indispensable? The sanatorium should not accept more patients than it can treat honestly; but if it does, it should confess to the patient before admission what a necessary part of the treatment it is unable to furnish him.

Muscular exercise for patients who are doing well is desirable, and perhaps even useful as a mode of treatment. That this exercise should take the form of work facilitating the execution of the many daily tasks of the sanatorium seems economically reasonable and per se unobjectionable. In fact and in theory, the utilization of the patient's labor is unobjectionable, provided that labor is an additional and not an essential element of the institution's routies.

Many sanatoria, however, so arrange the size of the domestic staff that the assistance of a certain number of patients is necessary to keep the sanatorium clean, to carry trays to bedpatients, or to do other needful chores. If we keep in mind that the apportionment of work to a recovering patient is a matter of extremely delicate medical judgment, and that a mistake in the direction of giving him too much or too heavy work, or of setting him to work too early in the course of his recovery, may cause a relapse, perhaps temporary, perhaps lasting and final, we perceive the dangerous position of a patient in an institution which feels that it must have just so and so many patients to round out the number of its domestics.

### Dish-Washing Not a Prophylactic

In SUCH a system the patient is always in peril of not being given the benefit of the doubt when a window needs washing or a floor needs sweeping. It sometimes happens that an insufficiently trained nurse imposes upon a patient subject to hemorrhages a task very likely to bring on another hemorrhage.

Many a woman has had to do more laundering and dishwashing in the sanatorium than if she ran a boarding house. Not uncommonly this task is assigned to a woman who at home has been spared all drudgery by her filial daughters. One patient who was developing tuberculosis of the spine, was forced to fire a furnace, on the false assumption that his groans were counterfeit.

Nor is it of any satisfaction to a patient who has been injured by such a decision to know that his misfortune is exceptional. The system of depending upon the work of the patients is inherently vicious because it lays the emphasis upon getting from them at least a minimum of labor, and not upon getting for them a maximum of safety.

The cure of a tuberculous lung takes a very long time, and in most cases is never completely accomplished. But fortunately an arrest of the disease may mean a happy, efficient life, unharassed by relapses. Therefore, the admitted truth that the sanatorium cannot keep a patient long enough to accomplish his cure, does not excuse the premature dismissal of a patient whose lesion might have been arrested in due time, simply in order to make room for another suppliant, with whom the same sardonic game will be played.

The argument for this futile and expensive procedure is that everyone should be given an opportunity. An opportunity for what? This frantic attempt to maintain a rapid circulation unfortunately creates in the public mind the delusion that there is a sufficiency of beds, when in truth no state has nearly enough. We have enough beds if incipient cases are to be given merely the appearance of health; not nearly enough if the patients are to be ensured a safe return to their homes and to their work.

Remember, we are speaking not of the wealthy incipient case (for whom indeed the regulation six months is often enough), but of the poor factory hand or clerk, who, we know, must return to the task of maintaining his family. As it is, the rich, who return to a life of comfort, have a long residence in the sanatorium; while the poor, who are most in need of vigor, are hurried to the fringe-lines only half rested.

We, in the dispensaries, know as no one else knows, the tragedy of announcing a relapse to a sanatorium graduste. Then it is no time to rehearse the optimistic speeches with which we, a year or two ago, urged him to the sanatorium, promising him health and strength if only he went to the sacred mountain. And this for two sad reasons. First, because he is as disillusioned as we anent the benefits of the pilgrimage. Second, because some sanatoria will not readmit a discharged patient. Perhaps they are afraid of his cynicism. So we may as well not broach the unfortunate subject. In my own state, the sanatorium will not readmit a poor patient, but will accept one who can pay seven dollars per week.

If the present arbitrarily fixed average of a six months' residence is too short for even the incipient case, we may understand the futility of our treatment of the curable moderately advanced patient, who should be given one or two or three years! Can you realize the torture of turning out a patient who is just beginning to have a justifiable hope of health and safety from impending death? Yet this torture is commonly inflicted. And this all the time with the cheerful song on our lips that the state has now done its duty. We show the patient the road to life, then cast him down to death—and thus we do our duty.

And what of the advanced, incurable case? Is there any reason for not keeping him until he ends his days as competably as possible? Or should we return him, as we do, to act as an infecting agent to the workers who must care for him in time stolen from their scant leisure; to the little children, who must find their playroom at his bedside?

The sanatorium ideal must be to take care of all theseand of every one of them adequately: of the curable case until they are cured, of those capable of arrest until they are properly arrested, and of the dying ones until they are decently and safely dead. And if there are not enough beds and assuredly there are not—then sanatorium officials should clamor, continually and pitfully, for more and more, and should not tell the public cheerfully that we have almost enough.

The handling of the tuberculosis situation with the present number of beds can be accomplished only at the cost of preventable suffering to the patients and their friends, and of the production of a deolorable cynicism in sanatorium officials.

It rust the lay reader will not minimize the import of the sanatorium's deficiencies on account of the brevity with which they are here recited. My purpose has been rather to stir the conscience of the initiated by a summation of the familiar than to expatiate upon the obvious. For no one immersed in tuberculosis work will question the need of agreeable food, of bed rest for the febrile, of extreme caution in the assignment of exercise, of expertness in the treatment of complications. But a few words to the laity emphasizing the significance of these needs may not be amise.

### The Cause-Lack of Money

THIS criticism of sanatorium management is not written in bitterness, nor as an attack upon any one person, board or sanatorium. It is written with the inevitable emotion of one who is perforce aware of the misfortunes of the tuberculous poor. I do not imply that the faults I have pointed out are all true of any one sanatorium, nor that any one of the criticisms is always applicable to any one institution. Various sanatoria have varying deficiencies-no doubt unwittingly, certainly unintentionally. And even excellent institutions have occasional lapses from virtue. But in this matter, sins of omission, too, are heinous. The purpose of this sketch is to focus not a bitter but a kind attention upon our public sanatoria on the part of the public, because, after all, the deficiencies are due largely to the lack of financial support. At the same time we do blame the sanatorium officials and representatives for not keeping the public and its legislature and governors constantly informed of the imperative needs of our tuberculosis hospitals. Let us not foolishly lull the somnolent conscience of the keepers of the public purse into a wicked sleep. Rather let us with tales of truthful wrongs rouse that conscience to vehement action.

The practically minded will at once ask—what is the remedy? The remote remedy is obvious—full financial support from the public and the state. For all of the defects above described are, in the last analysis, due to inadequate funds. But adequate financial support will be obtained only after many years of public agitation, preceded, of course, by the formation of a proper public sentiment.

The real question by which the critic of the sanatorium is at once confronted, however, is not the remote, but the immediate remedy. What is to be done now? The answer, although unpleasant, is the only one which is compatible with medical ideals, and the only one which in the long run will make for real progress—and that is the sanatorium must not accept more patients than it can honestly treat. By pursuing this course, the sanatorium will really help those that can be helped and will not incur the waste attendant upon the premature discharge of patients. And more still, the public will have brought home to it that funds are inadequate, when it counts the number of applicants who must be denied admission.

because the institutions have not the means for the adequate treatment of them.

The only defense of the short term that has been resorted to is that the object of the sanatorium is not the cure but the education of the patient. Knowing as we do the kindly medical attitude towards patients with incurable diseases, we can be sure that this enthusiasm for educating the dying rather than for nursing them has been a false enthusiasm forered by financial desperation, rather than one honestly preferred over the usual medical attitude. That such a false enthusiasm may become a fixed attribute both of the medical and of the lay mind, is not the least of the dangers attendant upon the supine toleration of the present inadequacy of funds and solicitude as to the tax-rate.

# Community Health on a National Scale

By Louis I. Dublin

METROPOLITAN LIFE INSURANCE COMPANY

USTRALIA has been an experiment station in practical sanitation as well as in social legislation. America can profit from this experience all the more because the commonwealth of Australia is constituted in many respects like our own. The similarity in the form of government, the predominantly English race stock, the mixture of races from many sources of recent immigration, and the likeness both in the wealth of natural resources and other geographical conditions, make the parallel with America very striking indeed.

Recently reports have reached this country from the committee appointed by the government to consider "causes of death and invalidity in the commonwealth." These reports, discussing typhoid, diphtheria, tuberculosis, venereal diseases, and the risks of middle age, recount a remarkable achievement in the community control of disease.

The outstanding fact in these reports is the very favorable mortality. The general death-rate for males was, in 1914, 11.7, and for females 9.3, per thousand living. In our own registration area the corresponding rates were 14.5 and 12.7 per thousand. That the Australian figures are not spurious is indicated by the good registration conditions in the commonwealth.

The effect of the age distribution is more difficult to consider. Like our own northwestern states, Australia is peopled with young men and women and has not as yet its normal proportion of aged persons whose death-rate is highest. Standardization for age should very appreciably raise the death-rates quoted, but they would still be lower than the American figures. It is, therefore, especially instructive to find that the authorities of Australia are not content with present conditions, but are planning extensive programs to lower still further their rates in the future.

The infant mortality rate in 1913 was 7.2.2 per thousand infants born alive. The lowest rate ever recorded for Australia was 68.5 in 1911; New Zealand had a rate of only 51.4 in 1914. In the United States, 100 infant deaths per thousand births is considered a very good rate and is attained even now only by a few of our most progressive cities. The low infant mortality rates of Australia are, moreover, coupled with fairly high birth-rates. In 1914 this was slightly over 28 per thousand with considerable variation in the several

states. As in European countries and in the United States, the birth-rate is falling, having been as high as 44 per thousand living in New South Wales in 1864, and 38 in Victoria in 1870.

The Australian committee has apparently understood the causes of the past outbreaks of typhoid fever and has outlined a most comprehensive program to control the spread of this disease in the future. The measures of control outlined are exactly those which have proved effective in the United States and in Great Britain. These include the introduction of water-carriage methods of sewage disposal, improvement in the machinery for obtaining early notification of active cases, the more extensive provision of hospital accommodations, the use of methods for the early discovery of carriers and their control when discovered. The death-rates from typhoid fever have been much improved in recent years. In 1890, the rate for the commonwealth was 37.8 per 100,000 living; in 1914, this rate was reduced to 12.3. The lowest rate is found in Tasmania, 5.5 per 100,000, with Victoria a close second, 7.5, although in 1890 the latter gave the highest rate, 54.5 per 100,000. The general conditions in the commonwealth compare favorably with the very best conditions in American states and cities.

As in the United States the death-rate from diphtheria has been lowered since the introduction of antitioxin; the rate is only one-quarter of what it was about twenty-five years ago. On the other hand, the disease is more prevalent than ever. Equally disquieting is the fact that during recent years the death-rate has tended to rise alightly. In 1914, the death-rate per 100,000 from diphtheria and croup was 14, which compares favorably with our rate of 17.9 in the registration acre in the same year. A valuable discussion is given of the control of carriers, which is largely in accord with our own best practice.

The report on tuberculosis is especially instructive in view of the statement, which was recently given wide circulation in America, that certain sections of Australia had virtually succeeded in eliminating tuberculosis as a health problem. In the entire commonwealth the death-rate from tuberculosis (all forms) was 73 per 100,000 in 1914. This rate is 27.7 per cent lower than the corresponding one for 1905, and 52.3 per cent lower than our rate for the registration area in 1914.

This is a splendid achievement, but it does not mean that the spread of tuberculosis has been controlled. The state of Victoria, which was singled out by Dr. Heiser, had the highest rate in the commonwealth in 1914, 86.4 per 100,000 living. This is, however, a 33.3 per cent reduction since 1905. The lowest rates were found in Queensland, 49.6, and in Tasmania, 57.9. The rate for New South Wales was 73.3 per 100,000.

The committee is still of the opinion that the existing rates are unsatisfactory, in view of the lack of congestion, the separate housing of families and the high wages current. An instructive discussion of the full plan of control is given in the report. Very valuable is the suggestion that the commonwealth government cooperate with the state government in a vigorous campaign against the disease in any locality in which it is more than ordinarily prevalent. This would serve as a practical experiment on a large scale and would indicate measures which might usefully be applied elsewhere. In some respects this resembles the American experiment at Framingham, Mass.

The committee is well aware of the importance of venereal infection as a public health problem. They point out that few deaths are certified as due to syphilis and gonorrhea and to the allied condition of alcoholism. Following a method of estimation used in the city of Paris in 1910, it is computed that 7,189 deaths in the commonwealth were caused by syphilis in one form or another. The figure may well be an over-stimate, but even if it were only 50 per cent true, it would still equal the number of deaths reported from all forms of tuberlosis. This should demonstrate to health officers the importance of attacking the venereal diseases as all other infectious diseases have been attacked. The committee advocates a vigorous campaign of education. They recommend also that the quack must be entirely eliminated in the treatment of

venereal diseases; that every medical practitioner must report to the health authorities all cases coming to his notice; that the health authorities must grant bacteriological or other examination required by practitioners for patients; that persons who suffer from venereal disease in an infective form and who do not place themselves under the care of medical practitioners be interned until no longer infective; and that the government must give hospital care and other requisite accommodations for the reception and treatment of venereal cases.

The report on risks of middle age recalls vividly the discussion in our own country on degenerative diseases. The committee is much concerned with the heavy mortality after middle life from causes due to high blood tension. An interesting presentation is made of the deaths from apoplexy, from pneumonia, from Bright's disease and from organic heart disease. These deaths are attributed to severe muscular exercise, to nerve strain, to faulty diet, to overindulgence in alcohol and tobacco and to syphilis. Realizing that the measures against these diseases of high tension must be indirect, the committee recommends that the system of medical inspection of schools be expanded so that physical defects may be corrected in early childhood; that inquiries be made into occupations involving unduly high tension; that provision be made to encourage the early diagnosis and treatment of high tension, and that there be a system of oversight of the health of industrial workers correlated with provisions of temporary relief when necessary; also that the present legislation and regulations concerning the sale of alcohol be reconsidered. Interesting dietaries are given which are very similar indeed to those recently advocated in our own country.

The reports seem to give a comprehensive outlook on health standards and achievements of this progressive democracy of the farthest corner of the world.

# Dope Poisoning

# A New Industrial Hazard in the Making of Airplane Wings

By Alice Hamilton, M. D.

ORE or less vague references are occurring in magazines and daily papers to a new form of industrial poisoning from the manufacture of airplane wings, which, so it appears, has caused war. The question arises, How far has it constituted a danger for the workmen engaged in preparing the wings for America's twenty-two thousand new airplanes?

To discover just what the danger was, the Bureau of Labor Statistics asked me to make a tour of the eighteen factories which were making airplanes during this last summer and to report on the kinds of dope used and the conditions under which it is used. A brief abstract of this report has just appeared in the Monthly Review of the bureau. It is pleasant to be able to say that on the whole my findings were reassuring. We do not seem to be faced with the danger of repeating the experience of England and Germany in dope poisoning, because our manufacturers, encouraged by the War Department and the Bureau of Standards of the Department of Commerce, have wisely decided to begin at once using the safer kind of door which the British adopted last January, after their distressing experience with the dangerous ones.

Done is a compound applied to the linen which covers most of the structure of the airplane for the purpose of tightening the fabric and making it durable and waterproof. The base of dopes is a cellulose compound, either the acetate or the nitrate, neither of them poisonous, but dissolved in more or less poisonous volatile solvents. Cellulose acetate dope is the one which gave so much trouble in England and in Germany, and was responsible for the dope poisoning of which we read. This is because the best solvent for cellulose acetate is tetrachlorethane, sometimes called acetylene tetrachloride, which is closely related to chloroform but four times as poisonous. The effects show themselves chiefly in the liver, kidneys and heart, and the occupational poisoning is called in the British reports, "toxic jaundice." It is the same as the toxic jaundice resulting from trinitrotoluene poisoning [the SURVEY for September 15, page 533], and is really an acute degeneration of the liver, together with changes in kidneys and heart muscle. Milder cases have gastrointestinal trouble or, in some cases, purely nervous symptoms.

Before the war, England, France and Germany were all apparently using tetrachloride dopes. It is always difficult if not impossible to get any information as to such matters from France, but from England and Germany reports of trouble among dopers began to come almost simultaneously in 1914. In Germany, poisoning was first discovered in a plant in Johannisthal where out of a force of eight dopers four were poisoned and one died. Then there were ten men poisoned in another factory with one death. This led to an analysis of dopes in the University of Berlin and animal experiments which established the fact that the poison responsible was tetrachlorethane. We have heard nothing more about this from Germany since early in 1915, and we do not know whether the recommendations of the scientists and the factory inspectors, that the use of these poisonous dopes be forbidden, was ever carried out. If they were not, then there must have been a great deal of serious industrial poisoning in German airplane works during these years of enormous

From England frequent reports have come up to the beginning of this year when the use of tetrachlorethane dopes was finally abandoned, the army and navy calling for only those dopes approved as comparatively non-poisonous. In England as in Germany the first cases of poisoning among airplane dopers surprised and bewildered both doctors and employers. It took careful analyses with experiments on animals to discover which of the dope solvents was the cause of the sickness, for these dopes usually contain, in addition to the tetrachlorethane, other volatile poisons such as benzol and various alcohols. I cannot give the exact number of cases of toxic jaundice in England, but early in 1916 there had been some forty-three, with seven deaths, five of them women. As small an amount as 10 per cent of tetrachlorethane was said to be dangerous, and English and German dopes contained from 40 to 84 per cent. As I said, England now uses only the safer varieties of dope.

These safer dopes have as their base cellulose nitrate and the solvents are acetone (almost non-poisonous if not quite so), amyl acetate which we know as "banana oil," benzol, wood alcohol, fusel oil, and others less important. This means, of course, that such dopes are not really safe, for all the above are volatile substances having some effect on human beings and capable of absorption both through the skin and through the lungs, but they are not so dangerous as tetrachlorethane. Benzol is much the strongest. It is a dangerous poison, but it is not used in great quantity in airplane dope. Amyl acetate has a disagreeably sweet heavy odor and it makes the eyes water and the throat dry so that workmen often complain of it and prefer the tetrachlorethane dope which is a slow, subtle poison and does not show its nature at once. Wood alcohol is the most important of these solvents, next to benzol, for it may have, even in small doses. a harmful effect on the eyes.

#### An Industry of Small Shops

THE eighteen factories which I vaited last summer were some of them tiny places, employing only one man in doping and for only part of his time. Most of them employed at the most two men and only three were large enough to give continuous work to more than ten dopers. However the industry is expanding all the time and doubtless by now the number is decidedly larger than this. I found the men in charge quite aware that doping carried with it dangers to health, though most of them did not know which were the solvents to be dreaded and several were sure banana oil was solvents to be dreaded and several were sure banana oil was

the most dangerous. The adoption of the nitrate dopes which I found in all but five plants—two of these very small—seemed to have been decided on for other reasons than that of its safety. The doping rooms were usually fair, rarely bad, rarely excellent. I think that during this winter those managers who are now trusting to natural ventilation will find that they must install good exhaust systems for the fumes, even if they are using nitrate dopes, for with doping increasing as it is, windows cannot be relied on for sufficient air supply in cold weather. It is quite possible that our experience during these coming months may show us that nitrate dopes can give fairly serious trouble, even if they are not so poisonous as the acetate dopoes.

#### Some Sickness But No Poisoning

I DID not find any evidence of toxic jaundice in airplane works, though our plants all used tetrachlorethane dopes at first. Of course this is not proof that none has occurred. American physicians had no reason to suspect, until recently, that such a disease might be caused by work in an airplane shop, and they would not have thought toxic jaundice in a doper had anything to do with this occupation. Still, I doubt very much that there have been any such cases.

The Bureau of Statistics and Information of the New York State Industrial Commission, in their bulletin for June of this year, publish a report of the inquiry into the danger of the airplane industry in the eight factories in that state, two of which used textendiorethane dope. Their physicians, Dr. Ross and Dr. Bell, examined fifty-two dopers and found some disturbance of health in thirty-five; but no characteristic case of tetrachlorethane poisoning was found.

There are several reasons why our dopers, though using dangerous dopes, have escaped the troubles suffered by the English and Germans. In the first place, they have never been exposed to dope poisoning for a long time continuously. I found that out of fifty-three dopers only five had worked as long as a year, and only thirteen for more than six months; seventeen had been doping for less than a month, twelve for one to three months, and eleven for three to six months. Even in this short working time, they had usually been exposed intermittently only, perhaps a few hours out of the day, perhaps two or three days in the week. This is the principal reason why we have had so little dope poisoning. Another is to be found in the fact that much of the doping has been done in the open air. Doping rooms are being built now, but sheds or the yard were formerly the rule. There were few wings in process of doping, few stacked about in process of drying, few men doping at the same time, so that the fumes were not heavy

All these favorable factors are disappearing, and it may be that the air of full doping rooms will produce harmful effects on dopers who work all through their day in that atmosphere. The solvents I have described are not thoroughly understood as yet by special students of poisons and may prove to be more serious in character than we now suspect. This coming year should teach us a good deal about them. We shall be carrying on in our airplane industry a human experiment on a large scale in the effects of amyl acetate, acetone, benzol, methyl alcohol and fusel oil, and the results may be quite unexpected. For the sake of the dopers we shall hope that the experiment may turn out to be negative-as it probably will if intelligence and care are used in the doping room. At any rate, we need not fear that American airplane works will be responsible for toxic jaundice in dopers, for the few factories which still use acetate dope will probably soon adopt the safer

## Book Reviews

MEDICAL DISEASES OF THE WAR

By A. F. Hurst, M. D. Longmans, Green
& Co. 151 pp. Price \$1.75; by mail of & Co. 151 pp. the SURVEY, \$1.85.

SHELL SHOCK AND ITS LESSONS
By G. Elliot Smith, M. D., F. R. S. and
T. H. Pear. Longmana, Green & Co. 135
pp. Price \$1; by mail of the Suxvey, \$1.10.



Will the publication of such a book merely cause alarm, both for friends at home and for men who must go? Will it but irritate existing wounds? anthors of Shell Shock ask these questions in their preface. The topic is painful, they acknowledge; one of the most grievous aspects of the war. Yet there is a greater consideration. As a result

of the attitude still maintained by the British of the attitude still maintained by the British nation as a whole toward even the mildest mental abnormality, much exaggerated distress of mind exists among the friends of soldiers who have suffered "shock." Whereas in the millitery hospitals such successful work in many of these cases of all mental distributions that has benefatished methods the last has benefatished method become disorder-that is, the scientific method known as psychiatry.
This is the reason why Drs. Smith and

Pear publish their book: that the anxious may have encouragement, the soldier be given confidence and a demonstration made to the entire nation of the proper way to care for cases of mental illness. For civilian sufferer as well as military may have that worst of all fears, the fear of the unknown, dispelled by being helped to understand his strange sensations, symptoms for the most part unusual only to himself. And in this newly gained self-knowledge the man hews

out his own path to health.

A soldier who has lain buried under the debris of a mine explosion for some time, georis or a mine explosion for some time, perhaps overcome temporarily by asphyxiating fumes, has not "lost his senses." On the contrary, his senses are painfully alert. Light and sound are anguish to him. He knows that he is not reacting to them as normal people act. The symptoms which he perceives in himself are associated in his

mind with madness. Therefore, he reasons, I must be mad, too. And this may indeed be the end if the relief of self-understanding be not brought promptly to him. Such treatment demands the special hospital, with its proper degree of isolation; the trained psychiatrist, knowing just the right blend of "sympathetic firmness," and the technique of that penetrating attention which, seeming to follow the patient's lead,

yet leads him further on toward self-interpretation.

Actual functional disorders-deafness mutism, or blindness, or all three successively or at once, resulting from shock-must be treated according to the need of the individual case, say Smith and Pear. These physicians report less enthusiastically than does Hurst the value of hypnotism in such cases. They consider that hypnotism alone should never be regarded as sufficient treatment, though it may undoubtedly be of assistance. In-

stances are given of the disappearance of such functional troubles, as that of the sol-dier who, blind from shock, recovered his sight on being thrown into the water, and the two cases of mutiam cured simultaneously by the report of Rumania's entry into the wer. The antics of a film comedian cured a case of deaf-muism, whose first auditory sensation was that of his own laughter. A patient of Hurré's regained his spaces, so make the same that the same t

Drs. Smith and Pear make this war experience the basis of appeal for improved methods of treatment at home. Discussion of that very important document, the report of a committee appointed in 1911 to consider recommittee appointed in 1971 to consider re-forms in the treatment of insane in Great Britain and Ireland, and published in July, 1914, was prevented by the momentous events of war. But war has only intensified the plea for saner methods. England, say the authors of Shell Shock, is far behind France, authors of Shell Shock, is far behind France, Germany and America in her attitude co-ward mental disease, in her provision for carly treatment, and in her facilities for research in psychiatry. The nation should mark the lesson so sternly tample by the war, and learn by the illustrations of improvement of these soliders whose experience of shell shock is in many cases only the last straw needed to break hem down, how sane and sure may be the scientific treatment of mer tal disease, how important it is that aid be

given early.

Dr. Hurst discusses also certain common diseases in the war, such as trench fever, dysentery and paratyphoid, and shows how infections received at this time may linger and revive through many years in other forms. Both books are proof—were proof needed—of the nations' need for medical ficers of highest training and caliber; they challenge every country to guard its health and prepare to guard it better, for the sake of the common weal, social as well as phy-sical. Gerrupe Sermour.

THE MOTHER AND HER CHILD

By William S. and Lena K. Sadler, A. C. McClurg & Company. 456 pp. Price \$1.50; by mail of the SURVEY \$1.62.

This book is written for mothers, fathers In sook is written for mothers, ranners and everyone who has to do with the care of the child. It consists of three parts: Part one, dealing with the mother until the birth of the child; part two, with the infant until the weaning period; and part three, with the problem connected with the care and bringing up of the child until adolescence. It therefore covers a larger field than most of these treatises for the laity, which confine themselves either to the welfare of the child or of the mother.

The book can be regarded as a success as it is both entertaining and instructive, and it contains a surprisingly large amount of material tinctured with good common sense. It can, therefore, be recommended to those

to whom it is addressed.

As in every book, there are some things which the reviewer would prefer to have somewhat different. In this connection it would seem that it was hardly necessary to describe the length and technique of twilight sleep, but would have been quite suf-

ficient to pass judgment upon its defects and advantages.

Again we would have liked to have seen more greatly emphasized the grave danger of infection to infants through to-berculous mothers or attendants. It would likewise appear that the advantages of wet nurses are rather underestimated.

However, these defects are minor and few and, no doubt, will be looked after in a subsequent edition. The book can be highly recommended, and will most certainly be helpful to many mothers and a source of comfort in times of trouble.

ALTED F. Hess.

This Book of Hoses Numsium P. Prances Campbell. E. P. Dutton and Company, 271 pp. Pries \$1.25; by mail of the Suxway \$3.15.

Have you had an invalid in the home or someone who is side, but not sick emough to require the skill of a trained nurse?

The state of the skill of a trained nurse? The skill of the skill of a trained nurse? Breaspay your big brother has brotten his leg, or your sister is exhausted, and the doctor says she must stay in bed and be made comfortable and rest. Do you feel that it is hardly necessary to go into the expense of side-room utensils for this about that are comfortable in he shell as emissated to the best way to kept track of the medicines or how to effect quarantine in a minor contagious case, if you have forgetten how or now to effect quarantine in a minor con-tagious case, if you have forgotten how to sterilise milk, or make gruel, then The Book of Home Nursing, by Frances Campbell will be a real friend to you. The chapter will be a real friend to you. The chapter on emergencies deserves your especial at-tention, for it touches upon the accidents of everyday home-life, and gives instructions that can be carried out in an average house-

Writing in an easily readable style with now and then a little flash of humor, Mrs. Campbell has brought together simple every-day facts that should be of great value to one who, unused to the profession of nursing, is suddenly forced to think and plan for the comfort of an invalid.

JANS E. HETCHCOCK.

SANITATION PRACTICALLY APPLIED

By Harold Bacon Wood, D. P. H. John Wiley & Sons., Inc. 473 pp. Price \$3; by mail of the SURVEY \$3.20.

The author defines his book as a "corollary to the numerous excellent treatises on the theory of hygiene, and the laboratory manuals." His audience is primarily the man in the field, who is anxious to know exactly how this task of sanitation of homes, factories, schools and communities actually been accomplished, that he may profit thereby. But the employer, too, and the employe, business manager and public official will find practical direction in the well printed pages. Here, too, is enlightenment for the student of affairs whose interest has been aroused in this movement for a new and thorough public health and

It seems to be part of the author's creed that the work to be done is of more importance than the agency to do it. In the chapters on housing and school hygiene, for example, he avoids reference to the debated question whether these are in the bailiwick of the department of health or that of education or of the building commission or other municipal bureau. There is no mistaking his conception of what should be done, however, by whichever local agency has, in the present organization of society, the responsibility for these things

That Dr. Wood's pages have a convincing quality as well as a clearness of detail, is hardly remarkable when one recalls his ex-perience in public health work in western cities and in the state departments of Mississippi and West Virginia.

How to Avoid INFECTION

By Charles V. Chapin. Harvard University Press. 38 pp. Price \$.50; by mail

of the SURVEY, \$.55 When sanitarians of earlier years used to say that for every death from typhoid fever some one ought to be hing, the "some-one" really meant the councilman, health officer or landlord who had allowed the defective sewerage to go uncorrected. The modern sanitarian offers to the victim him-self a share of the hlame for his discomfort. For good health is not simply a matter of medicines and cures; it is to a strikingly large extent a matter of everyday informa-

tion and common-sense. Not often is the needed authoritative information made available in a form so compact and so interesting as that of Dr. Chapin's little pocket volume. It illustrates the changed emphasis from cure to prevention; from the dread of germs to the confi-dence that they can be avoided. Science, true enough, has discovered some disagreeable facts; it has also blazed a plain trail from uncertainty into truth, and the marks of this trail are Dr. Chapin's subject.

PREVENTIVE MEDICINE AND HYGIENE (Revised Edition)

By Milton J. Rosenau. D. Appleton & Company. 1374 pp. Price, \$6.50; by mail of the Suavey, \$6.35.

This is a special "military edition" of Dr. Rosenau's splendid book reviewed recently in these columns. By far the larger portion of the book is the same as in the earlier edigas poisoning, war nephritis, shell shock and others, will be read attentively by many who are looking for careful pronouncements on these matters. There are also discussions of the organization and duties of the sanitary corps, sanitation of harracks and trenches, personal hygiene of the soldier, and other practical desiderata that have value for the layman—he is a civilian, these days—as well as for those in actual military charge. One thing is amazingly evident: The

One thing is amazingly evident: I he measures to control and to prevent disease are very largely identical in camp or in villages. Sanitation is essentially but little affected by political embroilments, save as these emphasize more urgently than "educathese emphasize more urgently than "cutca-tional campaigns" of calmer days have usually done, the worth of human health. Certainly a fresh grip is given that time-dulled slogan, "the war against disease."

HEALTH AND DISEASE: THEIR DETERMINING FACTORS

By Roger I. Lee, M.D. Little, Brown & Co. 378 pp. Price \$1.75; by mail of the Survey \$1.91.

Suit a medical examiner at one of the re-cruiting stations, recently, "It is just as important to know what is the normal as to detect disease." Such an ideal seems to have detect disease." Such an ideal seems to have been in Dr. Lee's purpose when he wrote the present volume. For he gives not so much symptoms and treatments as condi-tions out of which symptoms develop. And he lays emphasis on the significance of these conditions for the community quite as much as for the individual.

Sane, comprehensive, interesting and up-to-the-minute are the chapters on such fato-the-minute are the chapters on such ra-miliar themes as air, food, exercise,—chap-ters, be it confessed, to which one turns with apprehension of ennui. Dr. Lee clas-sifies the more common diseases which he discusses according to the conditions out of which they may come, conditions so fa-miliar as to breed too often a fatal con-tempt. One feels that, at last, the subject is set upright, solid, and on its feet. Satis-factory, too, it is to find that within the range of auhiects in which the community's interest is presupposed, are both occupational diseases and the activities of a department of health, including school hygiene and vital

TITE PROBLEM OF THE UNEMPLOYED By W. S. Williams, M. D. Present Day Problems Series, Richard G. Badger. 106 pp. Price \$1; by mail of the Suaver \$1.06. The Right to Work By J. Elliot Ross, C. S. P., Ph. D. Devin-

Adair Co. 106 pp. Price \$1; by mail of the SURVEY \$1.10



Two books on unemployment, after more than two years of unprecedented industrial activity, at a time when public interest is absorbed by the conduct and issues of the war, both books dealing with the subject as a permanent social evil and discussing its industrial as well as its personal

aspects-though both are written definite religious appeal-this signifies, indeed, a hreak with the American tradition of laisses faire between crises which com-

or latinar jaw between these which coal-pel popular attention.

The general motive and subject matter apart, however, the two books have little in common. Mr. Williams' essay is rather a superficial affair. His material is, for the most part, antiquated and ill digested. His presentation is hazy and full of mis-statements. His unsound economics are fla-vored here and there by unsound theology. Anarchist teaching, the movement for a shorter working day and industrial disputes are jumbled together with more plausible explanations as causes of unemployment.

He believes that Germany has a compul sory system of insurance against unemp ment and that the British system of labor exchanges was modeled on a German ex-ample. He is misinformed on the manner ampie. He is misinformed on the manner of its operation and speaks of its results as something to be expected in the distant future. He is almost a decade hehind in his knowledge of legislation and social movements, such as vagrancy laws and mothers' pensions, in this country. He advo-ates prohibition of the industrial employment of women and the placement of the children of the "submerged" in institutions. Mr. Ross defends the right to work as

an essentially Christian doctrine, in line with the teachings of the early fathers. He presents both a remedial and a preventive program, in essentials consistent with the ing the need for machinery which would stop the drift of sober and normal workers into the class of the unemployable. He supextension of public provision for organizing the labor market, including a national agency which would add to the mobility of labor.

In telling phrases the author stigmatizes an industrial education which makes no effort to maintain a proper ratio between supply and demand in a given trade. He would legislate against overtime to make would legislate against overtime to make possible a wiser planning of production and shares the belief, increasingly gaining ground, that fluctuations in employment can be materially lessand public works with a view to maximum ab-sorption of labor at times of industrial depression. This book is to be recommended

both for its careful diagnosis of the evil and for its thoughtful contributions to the formation of a national policy.

PATRIOTS IN THE MAKING-WHAT AMERICA CAN LEARN FROM FRANCE AND GERMANY By Jonathan French Scott, Ph.D. D. Ap-pleton & Co. 263 pp. Price \$1.50; by mail of the SURVEY \$1.60.

This volume is a cursory examination of education in France and Germany during the nineteenth century, with a view to es-timate how successfully and how wisely these countries have taught the spirit of patriotism to their people. Five of the total is given to Germany, while the remaining three are devoted to a presentation of the lessons which we should draw from French and German experience.

Dr. Scott's study of educational tenden-Dr. Scott's study or educations: tentactics in modern France, though reasonably complete, is not especially clear. Much less so is his very scanty treatment of these same tendencies in Germany. Nevertheless we must agree with his conclusion that, avoiding the errors of both these countries, it would be possible to "make of education in America a great political instrument which shall lay a psychological foundation for a strong national defense and at the same time restrain chanvinism, and pave the way for a realization of the human brotherhood. On the one hand can be inculcated that self-sacrificing devotion to the fatherland which inspires the schools of France and Germany. On the other hand can be de-veloped that true friendship toward other countries which must inevitably precede the complete attainment of international amity.

JAMES G. McDonald.

AMERICAN IDEALS

Edited by Norman Foerster and W. W. Pierson, Jr. Houghton Mifflin Company, 326 pp. Price \$1.25: by mail of the SUR-326 pp. P

ver \$1.55.

This anthology of notable utterances by twenty Americans—supported by five foreigners—on the American conceptions of liberty and union, state and nation, democracy and foreign policy, is meant to clarify our vision of American ideals. As a matter of fact, unaccompanied by notes which would explain their historical occasion or significance, these unrelated speeches, essays and poems only make confusion more confounded. The volume may provide useful material

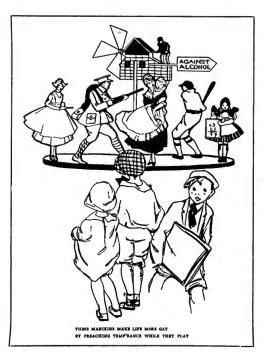
for the preparation of patriotic addresses for those who have little of their own to in point of style, the selection is admirable; but it is not arranged for ready reference and does not stimulate consecutive reading.

COMMUNITY WORK By Frank H. T. Ritchie. The Association Press. 102 pp. Price \$.75; by mail of the SURVEY \$.81.

The author writes after an experience of The author writes after an experience of years as a boys' work secretary in city Y. M. C. A. work, and after nearly ten years with the Boys' Work Department of the International Committee of the Y. M. C. A. He sets forth the need of community work in which the existing agencies of church, school, and municipality shall be used to their full extent, and also sets forth what the Y. M. C. A. community see-

torts what the Y. M. C. A. community sec-retaries have been able to accomplish in a number of places, some having association buildings and some without buildings. The book is full of suggestions on or-ganization and methods, and will be found very helpful to anyone interested in con-ducting work for boys and young men on a community-wide basis.

B. R. F.



THE poster campaign against alcohol of I the Boston Associated Charities has been sending to county fairs an alcohol-education exhibit for children. It is a merry-ge-round of painted manklish, each carrying a jingle. For example, the baseball player as he comes around earries the following:

"No nips for mel" says the great Ty Cobb, "They dim my eye for the batting job."

The soldier says:

"Preparedness means no alcohol. Officers say, 'Don't drink at all For even a little rum or rye Makes it harder to hit the bull's-eye."

The mother with the baby warns against patent medicines. "The reason they make

you feel so frisky, is often because they are who tells of careful experiments showing the made of whiskey," while the little white-capped nurse tells the visitor to the country ment arithmetic. Thus:

"Alcohol opens the door to disease, Tuberculosis, Liver cir-rho-sis! Avoid its use as a medicine, please."

The little fellow at the top, wildly turning a windmill where the wind is kind enough to blow, telis the passing small boy that "Safety first means no alcohol, a drink or two and I might fall."

But the special favorite with the children is the little German girl with the pigtails

'Joss was a gentleman, learned and kind,
'Go to,' he said, 'I will try and find
Whether the children who never take beer
Do sums better with heads more clear.'
So to some he gave little, to others mone,
And what do you think, when the sums were

The scholars who had no beer in their glass Were nine per cent better than the rest of the class."

The merry-go-rounds can be boxed and sent to any child-welfare or health exhibit.



#### ADMINISTERING SEPARA-TION ALLOWANCES

BESIDES its work in France, in the Red Cross home service, and in recreation at the cantonments, organized social service may be facing another big draft on its workers. The war risk insurance act, which went into effect the first of this month, provides only \$100,000 for the expense of administering all its work—insurance, compensation and the \$141,000,000 appropriated for separation allowances for the families of soldiers and sailors.

Much of this work can be done readily from Washington, including the separation allowances for wives and children, which will be paid on easily furnished proof of marriage and paternity. But the allowances for fathers, mothers, brothers, sisters and grandchildren depend upon proof of dependence. Here is where private social agencies may be called upon, for, as Lee K. Frankel, president of the New York State Conference of Charities and Corrections. in session this week at Binghamton, put it, the government appropriation for administration will not suffice to employ visitors for the applications, which may number several hundred thousand in all parts of the country, yet a fair and sympathetic administration of the act demands trained investigators. Without them, abuses similar to those under the present pension law may creep in, Dr. Frankel said. Moreover, any sort of breakdown in the administration is sure to defeat the purpose of the act, which was, "to safeguard and care for the families of those who serve the colors. . . . The free-will expression of duty on the

The free-will expression or duty on the part of an independent people to their protectors and defenders" based on the belief that "no soldier or sailor can do his full duty if he has reason to believe that his near and dear ones at home are improperly provided for."

Such service must be skilled—"the use of the well-meaning tyro in the intricate task of social service is a thing of the past." To cut the knot Dr. Frankel offered the following:

I would, therefore, recommend to the members of this conference who are on the comploy men and women properly trained and qualified to do investigational work in the home, that they offer the services of these men and women to the War Risk Insurance street. This may mean that the societies will be required to continue the salaries of such employes. They will have the satisfaction of knowing that this is their contribution to an efficient administration of knowing that this is their contribution to an efficient administration of knowing that this is their contribution to an efficient administration of knowing that this is their contribution to an efficient administration of knowing that this is their contribution to an efficient administration of the contribution to an efficient administration of the contribution to an efficient administration of the contribution to a deficient administration of the contribution to a deficient administration of the contribution to a deficient administration of the contribution of the contribution to a deficient administration of the contribution o

Dr. Frankel believed that this is the best of all times to survey public charitable institutions, to put in cost-accounting systems, and to de everything possible to introduce economy. But at the best, he believed the social workers of the state will have to back up the institutions in asking increased appropriations of the legislature. As a basis for this he quoted from estimated budgets for the year 1917 submitted to the Federation for the Support of Jewish Philanthropic Institutions of New York city as follows:

Hospitals showed an average estimated increase of 16, per cent, institutions for the increase of 16, per cent, institutions for the care of 12, per cent, day nurseries 60.69 per cent, institutions for the delinquent 7.67 per cent, institutions for the delinquent 7.67 per cent, of the majoryment ageocies 14.71 per cent, bornes for the aged 13.8 per cent, agencies for the education of the handicapped 11.29 per cent, of the contraction of the contraction and contraction and contraction and contraction and per cent and wacation homes 24.12 per cent.

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# THE PRESIDENT GOES TO A UNION MEETING

WHEN a president of the United miles from Washington to deliver an address at a union convention, little more is needed to indicate the position of importance occupied by labor. That is what happened last Monday morning, when Woodrow Wilson appeared on the platform at Buffalo, at the opening session of the convention of the American Federation of Labor. Mr. Wilson's discussion of the war and his appeal for continued production served to emphasize the point further. Said the President:

If we are true friends of freedom—our own or anybody else's—we will see that the power of this country and the productivity of this country is raised to its absolute maximum and that absolutely abody is allowed to stand in the way of it.

When I say than nobody ought to be allowed to stand in the way, I don't mean that they shall be prevented by the power of government, but by the power of the American spirit. If we are to do this great thing and show America to be what we believe her to be, the greatest hope and energy in the world, then we must stand together night and day until the job is finished.

Now, to "stand together" means that nobody must interrupt the processes of our energy if the interruption can possibly be avoided without the absolute invasion of freedom. To put it concretely, that means this: Nobody has a right to stop the processes of labor until all the methods of conciliation and settlement have been exhausted, and I might as well say right here that I am not talking to you alone. You sometimes sup the courses of labor, but there are others when the process of the process of the protended of the settlement and the prosent the process of the prosent the process of the prosent the process of the protended the process of the prosent the process of the protended the pro-

At the same time that the President was speaking in Buffalo, the tremendous importance of the workers in connection with winning a war was further indicated by the presence in this country of a special mission of the British Ministry of Munitions, which for several weeks has been visiting various industrial centers, conferring with employers, labor men, government officials and

others on questions connected with the continuous and rapid production of munitions of war.

At a meeting last Monday morning in New York city, under the auspices of the Committee on Women in Industry of the Advisory Commission of the Council of National Defense, members of the visiting delegation discussed the substitution of women for men in British munition factories and some of the problems connected therewith. Other meetings were proceeding at the same time with groups of employers and similar meetings were held last week with organized labor bodies.

One of the points emphasized by the commissioners at all of their New York meetings as elsewhere, was the importance of dealing directly with organized labor. At the luncheon given to the commissioners on their arrival in New York, by the Mayor's Committee on National Defense, Sir Stevenson Kent, the head of the mission, himself a large employer, declared that the success of the Ministry of Munitions was due in large part to the adherence of organized

labor

On Monday, speaking of the substitution of women for men, Commissioner Baillie said: "If we in England had attempted to do this without an agreement with the unions we should have had trouble."

At a meeting with the Central Federated Union the Englishmen were hard put to answer a delegate's question as to what they thought of the failure of the United States to follow England in really taxing excess war profits. They had not come here to advise or criticize America, they said, but one of them ventured to relate that when he first arrived he went to hear a debate in Congress. Congress was talking about taxing war profits. And when he returned to Washington several months later, he again dropped in on Congress-and Congress was still talking about taxing war profits!

A solemn and moving appeal to America to help Europe "rebuild her faith" was made at the luncheon of the mayor's committee by Commissioner Garrod. He spoke of the terrible loss of life because of which "there will lie over Europe for a century a cloud of depres-"In addition to sion and dejection." "In additional these personal losses," he went on,

there is the deeper loss, which I shall call the loss of faith. That this war should have been waged at all; that it should have come as it did, and that it should have been fought with the unspeakable horror and cruelty that have characterized it, has caused the destruction of everything in which men for-merly believed—their faith in justice and freedom and humanity.

The problems of the war are nothing compared to the problems which will come after pared to the problems which will come atter-the war. There are both practical and moral tasks ahead of us, and we shall turn to America for help in meeting them. We have got to rebuild our cities, but also we have

got to rebuild the hearts of men, to re-establish in them the old faith in the ele-mental principles of justice and freedom and bumanity.

#### FINDING OUT WHAT'S IN A SOLDIER'S HEAD

HE psychological examination of men drafted for the new National Army, with a view to giving them "in-telligence ratings," is now going on at four of the cantonments—Camp Devons, Massachusetts, Camp Dix, New Jersey, Camp Lee, Virginia, and Camp Taylor, Kentucky. Never before have examinations of this kind been given to so large a number of adults. It is still too early, of course, to predict what uses the results may have for scienceand for its practical applications to living-but the immediate use to be made of them in the camps and the method of giving them have been described by one of the seven psychologists who, largely through the efforts of the National Committee on Provision for the Feebleminded, came together to work out the method in use. This is W. V. Bingham, of the division of applied psychology, of the Carnegie Institute of Technology, Pittsburgh.

It should be clearly understood, says Mr. Bingham, that there are two distinct uses for the "intelligence ratings" which are given the men as a result of these psychological examinations. One of these uses is military and consists in furnishing commanding officers with a list of the rating of each man in his command by which he may, if he chooses, be guided in selecting men for promotion, or for special duties requiring more than average intelligence and mental The other use is medical, quickness. and is the thing more specifically sought to find men who are so markedly below average intelligence as to demand serious consideration for discharge, or for assignment to work as laborers or to other simple manual work under careful supervision.

Mr. Bingham thus describes the general method of giving the tests:

The men of each company are divided into four groups of 75 to 80 each. Each group is first given a simple literacy test only which of the men can read and write. This is only a preliminary examination, necessary because of the difference in procedure in examining men who can and who can not read and write. The illiterates are withdrawn at this point to be given examina-

All those who can read are then given All tnose who can read are then given he "group-intelligence examination." This takes 40 to 50 minutes. Each recruit is supplied with a pencil and a printed form, but the tasks he is called on to perform do not call for any writing. "Make a mark in the largest square in this row of squares" is one of the simplest of the exercises, which every recruit can do. Successive exercises are more and more difficult, until the last of the first 10 may be something like this: "At the

command 'Go,' cross out the letter just before C and draw a circle around the third letter before K.-Gol"

The next test may be reading aloud by the examiner of sets of figures to test "memory span." After the examiner has read a set of from three to nine figures the men are allowed 10 to 15 seconds in which to write down as much as they can remember of the

Various tests follow: Sentences whose words are not in proper order, arithmetical problems from the very easiest to those that tax the ingenuity without calling for much computation, choosing one of several words which completes a sentence, picking out analogies. etc. Those who did not get good ratings are then re-examined in a group to discover whether they are merely slow or are of low-grade intelligence. They are allowed practically all the time they wish. Any who do not then make a satisfactory showing are grouped with the illiterates, and all these-illiterates and literates who have done well in the examinations-are given tests for manual skill and ingenuity.

After further individual examination those who receive the poorest ratings are likely to be considered for discharge, or as suited only for manual work under supervision. Those who show up par-ticularly well in either mental or manual ability are brought to the notice of their company commanders as men who may be given assignments calling for superior ability.

The aims of the entire psychological examination, says Mr. Bingham,

are to measure native intelligence and abil-ity, not schooling; to disclose what a man can do with his head and hands, not what he has learned from books; and to help the medical officers quickly to discover and sift out the extremely incompetent, and thus pre-vent the inefficiency and injustice resulting from putting men in places which they are not qualified to fill.

#### COPPER AND SHIP STRIKES SETTLED

OLLOWING the success of the President's Labor Commission in adjusting the strike in the Globe-Miami district in Arizona, equal success has been achieved in the Clifton-Morenci-Metcalf district. The production of copper in this district, where 10,000,000 pounds a month is the normal output, has therefore been resumed. Six thousand men were involved in the strike.

As in the Globe district, the commission has provided for the existence and recognition of grievance committees, by whom, with representatives of the company, all future grievances are to be adjusted. One of the features of the strike in this district was a demand to have the wage scale, which has always been lower than in other districts in Arizona. raised to the level prevailing elsewhere. This question was considered too difficult for the commission to settle in the time at its disposal. Accordingly, Hywel Davies, who has frequently acted as a mediator for the Department of Labor, was appointed "administrator," to determine whether "any adjustment of the wage scale is called for, in order to se-cure a fair living wage, having regard to the higher cost of living, to the efficiency or lack of efficiency, and to the financial ability of the companies."

It is provided that if the wage scale fixed upon by the administrator is such as to leave a fair profit to the company, it will at once be "promulgated" by the commission, and go immediately into effect. If, however, it does not allow for a fair profit, the commission will recommend to the President an increased sell-

ing price for copper.

It is evident that the commission intends that this decision shall be final and remove all possibility of future strikes in the copper regions for the duration of the war. One of the paragraphs in the agreement that was accepted in the Globe-Miami district and presumably included in the more recent agreement is the following:

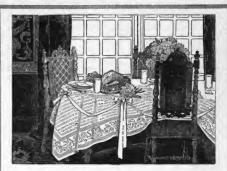
It is understood that this machinery will take the place of strikes or lockouts during the period of the war and no other method for regulating relations between employers and employes shall be substituted except by mutual agreement.

#### THE NEW SCHOOL SPIRIT IN JAPAN

NE country after another is revealing that it is in the throes of an educational upheaval as a result of the general prying and loosening effect of the war. One of the latest is Japan, which is discussing needed reforms in much the same language that western countries are doing. A professor in the Tokio Imperial University, Dr. S. Oshima, has expressed his views in the Japan Magazine, quoted by the East and West News.

Dr. Oshima begins by declaring that Japan has been teaching her children to become good Japanese, but in future "she will have to teach them to be exemplary citizens of the world as well." Greater emphasis must also be laid on thorough scientific training and a more efficient application of scientific knowledge. Two reforms are declared to be already in progress: "The first is an extension of the term for education, the other is the improvement of normal school training."

In primary schools, where the usual term is six years beginning at the age of seven, progress is declared to be less satisfactory than in European and American schools. Defective text-books may be somewhat to blame, but the chief cause Dr. Oshima declares to be the



## Thanksgiving Table Linens

# at McCutcheon's

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time required to learn the native ideographs. Young Japanese have to spend years, he says, trying to memorize the characters before they can read textbooks well enough to get any benefit from them.

Normal school education, he says, demands immediate improvement. At present, those who have completed the six years' course at the primary schools may enter the preparatory class at the normal school and, after a year's probation, become regular candidates for the four

years' course. Two factions, says Dr. Oshima, exist among Japanese educators:

One is represented by graduates of the higher normal schools; the other by alumni of the imperial university. It is agreed that the present system of normal training turns the present system of normal training turns out teachers all of whom are too much after the same pattern. Many of these alleged instructors go to their work without any proper sense of the meaning of education. They are interestingless. sense of the meaning of education. I ney are impracticables. Far too little encouragement, or insistence, is given to a liberal course of reading. Teachers who have never been allowed to do anything they were not told to do naturally lack initiative, enterprise and spirit. These characteristics react on the pupil, stunding the natural ability of the rising generation. Further state manufacture and the rising generation for the rising squeration and the state of the rising squeration. Further state of the st

In addition to what has been suggested, there must also be a reform in the subjects taught. Teachers must have more knowledge of the world, of politics and of government. Greater attention must be given to the scientific care of body and mind. Today, teachers in Japanese schools know almost nothing about life and government-they are not allowed to know. As graduates of the higher schools, they have not learned anything about sociology. They are unfitted for conditions that must confront the rising generation. "Japan has al-ready learned that the future of any nation depends on the efficiency of its educators.

# AS TO HOW THE VOTE WAS

THE results of the sufrage and municipal elections in New York were told briefly in the SURWY last week, while in this issue we have some notes from the personal experience of two social workers who took an active part in street-corner speaking. Mrs. Simkhovitch, however, modestly refrains from telling of the campaigning, "close to the ground" as political wisearces put it, which she did in the neighborhood of Greenvich House, and which other settlement residents did throughout Greater New York.

There was, of course, a very thorough canvass of all the men and women of the neighborhood in behalf of suffrage. The district leaders of the political parties, all of whom are well known at the settlement, were frequently met in friendly ways, and it was evident long before election that suffrage had no party opposition in the district—not one of the captains opposed it, and both the Tammany and Socialist men were actively for it.

When the polls opened at six on election morning, Mrs. Simkhovitch was discovered seated on a precarious campstool, wearing a broad, yellow votesfor-women sash. There she saf for eleven mortal hours, fortified from time to time by a fat ham sandwich in one hand, a hard-boiled egg in the other.

Every voter as he came up, she greeted by name. And, as the law prohibits electioneering so near the booths sacred to democracy, she found other means of greeting. "Good morning, Mr. Guglielmo. You see I am here. How is little Angela's sty?"

As a man and a father Mr. Guglielmo was flattered, and as a neighbor he knew that something was expected of him. Here was his friend—the whole neighborhood's best friend—asking of him something which he had and she had not. Mr. Guglielmo walked into the polling place and proudly shared his citizenship.

#### TAKING RELIGION OUT OF POLITICS

LONG-STANDING issue in Massachusetts has been settled, at least for the time, by the passage of the so-called "anti-aid" constitutional amendment which won at the Massachusetts election on November 6 by the large majority of 70,000 votes. It provides that money raised by taxation for the support of public schools shall be spent in public schools only, that is in schools under the supervision of state or town authorities. In addition, no public money shall be used for any college, infirmary, hospital, institution or any educational, charitable or religious undertaking which is not publicly owned and under the exclusive control, order and superintendence of public officers. Public authorities may, however, reimburse private hospitals and institutions for actual care given to sick or dependent persons.

In the form of an "anti-sectarian" amendment, to prevent appropriation of public money for sectarian purposes, this matter has been a legislative issue for some years. In the constitutional convention during the summer and autumn, the question was thoroughly fought out and all interests finally agreed upon the form reported. The committee of twenty-five, including men of many creeds, voted unanimously for it, and in the convention itself the measure received approximately 90 per cent of the vote of both Catholics and Protestants, a remarkable bit of evidence of the conscientiousness and fair-minded-

ness of the work done.

It was feared by some that the broadening of the amendment thus agreed upon by the convention might lead to its defeat because it brought in many interests not originally anticipated. The committee of the convention organized itself for the purpose of pushing through the amendment, and stood its ground before the people as it had before the convention. Although prominent mem-bers of the Catholic church advised support of the bill before the convention. the head of the church in New England came out openly in opposition to the amendment shortly before the election. The bill evidently received a very large Catholic vote, however, and it is the hope of the people of the state that the issue is settled for all time. The Massachusetts tradition and practice is against a system which produces an eternal scramble on the part of private institutions for public money.

#### RE-EDUCATION FOR PEACE AND WAR

HREE promising efforts are being made in Chicago to promote agencies for "reconstructing" men disabled by warfare and others found disqualified for industrial efficiency. Beginning at home with the present wastage of life, the Central Free Dispensary offers to cooperate with the industries of Chicago in saving whatever industrial capacity may be either recovered or developed among the rejected applicants for work. A little money and effort spent in making unfit people fit, will probably save the expenditure of much larger sums in caring for some of these physically impaired people and their dependents through public or private charity.'

The dispensary is asking the employers to refer to it men and women whose applications for work have been rejected. They will be examined and advised at the clinic held by its Department of Industrial Medicine and Surgery. Hospital treatment will be secured if necessary. Every effort will be made to lessen or remove physical handicaps that may yield to either medical or surgical treatment. Thus it is hoped to improve the health and strength of enough of them to conserve a valuable part of the man power of the nation. The problem of the rejected applicant has been nobody's particular concern and such a practical organized effort to bring into cooperation employers, those disqualified for work, and the medical, surgical, and after-care resources of the community, promises to yield valuable economic returns as well as to relieve misery and prevent dependency.

The Red Cross is utilizing the occupational work of the Illinois Society for Mental Hygiene to train teachers for handicraft classes in which disabled soldiers may be re-educated for industrial nursuits.

Those receiving this teacher training agree to devote themselves at least for three months to re-vocational work with men disqualified to resume their former occupations.

Conferences are being held for the promotion of "reconstructional hospital" service on a large scale. The trustees of Wesley Hospital of the the war bepartment for this purpose, and Northwestern University trustees have been approached in the hope of securing the adjoining block as the site of a great vocational training school, if the hospital is taken over by the government.

President James of the University of Illinois urges the purchase of the great baseball park on the west side of Chicago upon which to erect a hospital accommodating 3,000 patients, which at the close of the war might be turned back to the University of Illinois as a teaching hospital connected with the state medical school located not far from the proposed site.

#### THE COMMUNITY BEARINGS OF CHARITY

INDER the presidency of Robert A. Woods, the program of the Massachusetts State Conference of Charities, at New Bedford, was organized about the increasing unity of interest among all sorts of social workers in the community bearings of their problems. Institutional staffs illustrate this with their follow-up work and their growing tendency to point out the conditions which tend to produce the types with which they deal. From this point of view, many branches of service, public and private, were considered over against the background of the state as a whole, representing the full measure of the ground to be covered, the needs to be met, the resources to be drawn upon.

New aspects of the variously organized state-wide services of the public charities, the Associated Charities, the Society for the Prevention of Cruelty to Children and the state institutions in their field work, gave a stirring impression of an informal combination of forces which is reaching out broadly to meet and intercept sources and causes as well as to press curative measures to a conclusion.

#### HOUSING AND OUTPUT OF MUNITIONS

HE committee on housing of the Council of National Defense, only appointed on October 9, already has submitted its main findings to the council. These may briefly be stated to be: that the extent of the present shortage of houses for war contract workers has been exaggerated, and that many communities and individual firms already take care of their own requirements; that the output of some important concerns will be seriously curtailed unless immediate steps are taken to provide additional housing facilities; that aid should be given by the government in the form of loans, at a low rate of interest; that the administration of such loans, though limited to war plants, should be put in the hands of a reasonably permanent department of government.

In illustration of the problem to be faced, the committee refers to a New England manufacturing city where sixteen concerns are engaged upon war contracts, and where accommodation for nearly 10,000 additional men will have to be provided by January 1 if the plants are to run to their full capacity. Another case quoted is that of a great steel company where extensive additions to the plant are nearly completed. It is estimated that here the possible production of guns, gun carriages and other munitions will be curtailed by fully onethird within the next three or four months unless additional houses are built immediately.

"Some loss to the government may reasonably be expected," says the report of the committee, "but the expenditure necessary to give relief is negligible when measured by the loss incident to delay in the execution of the vast war orders already placed."

While its immediate recommendation is for government loans first, the committee also desires the new housing authority to be given broad powers to conduct building operations and to deal in real estate and securities. Above all, it insists that in awarding contracts for war materials, the government shall give due consideration in the future to labor supply and housing conditions, and that contracts shall be distributed geographically as far as possible with a view to preventing undue concentration of workers in any one locality.

The members of the committee are Otto M. Eidlitz, New York, chairman; Gertrude Beeks Easley, chairman of the welfare department of the council; William J. Spencer, secretary, Building Trades Department, A. F. L.; C. G. DuBois, of the American Telephone and Telegraph Company; and Theodore Robinson, vice-president of the Illinois Steel Company.

#### COMING MEETINGS

[Fifty cents a line per month; four weekly inser-tions; copy unchanged throughout the month.

CHILD WELFARE, Pan-American Congress on. Monteviden, Uruguay, March 17-24, 1918. Sec'y, Edward N. Clopper, 105 East 22 street, New York city. York city.

Sociological Society, American, Philadelphia,

Pa., December 27-29. See'y, Scott E. W. Bedford, University of Chicago, Chicago.

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The American City: monthly: deals with all problems relating to municipal monthly deals with all problems relating to municipal monthly.

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American Red Cross Magazine; monthly; \$2 a year; Doubleday, Page & Ca., publishers, New York.

York.

The Atlantic Monthly. Readers of the Suzyev may accure a three months' trial subscription to The Atlantic Monthly by referring to this advertisement and sending 75 cents in stamps to The Atlantic Monthly Company, 3 Per's Street, Boston, Mass.

Boston, Mass. A Voice is the Wildermass; \$1 a year. A magazine of same radicalism. At present deals particularly with our autocratic suppression of free speech, free press and peeceable assembly. An indispensable magazine to the lover of liberty. 12 Mount Morris Park, New York City.

The Child Labor Bulletin; quarterly; \$2 e year; National Child Labor Committee, New York. The Club Worker; monthly; 30 cents a year; National League of Women Workers, 35 East 30 St., New York.

The Co-operative Consumer; monthly; 50 cts. per year. Co-operative League of America, 2 West 13 St., New York,

The Crisis; menthly; \$1; National Association for the Advancement of Calored People, publisher 70 Fifth Ave., New York.

70 Fifth Ave., New York. The Critic and Guide; monthly: \$1 e year. Devoted to medical sociology, rational sexology. birth control, etc. Wm. J. Robinson, M.D. Editor. 12 Mount Morris Parls, New York City Editor. 13 Mount Mortus Fars, New York City The Journal of Negre History; quarterly; \$1 = year; fereign subscriptions 25 cents extral con-cerned with facts not with opinions; Associatios for Study of Negro Life and History, 1216 Yor St., N. W., Washington, D. C.

Mental Hygiene; querterly; \$2 a year; published by The National Committee for Mental Hy-giene. 50 Union Square, New York.

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artienal Municipal Review; monthly; 25 a year; enthoritative, public spirited, constructive; National Municipal League; North American Bidg., Philadelphia.

Philisotephia.

The Negro Year Book; published under the suspices of Tuskegee Institute, Tuskegee, Ala.; an annal; 35c, postpaid; permanent record of eurernt events. An encyclopedia of 450 pages of historical and sociological facts relating to the Negro. General and special bibliographics; full rent events. historical an Negro. Gen index.

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Social Hypiene; e quarteriy magazine; \$2 pyest; The Social Hypiene Bulletin; monthly \$2.5 -ee pear; both free to members; p lishen by the American Social Hypiene Asterian, 105 W. 40 St., New York.

Southern Workman, illustrated monthly; \$1 for 700 pages on race relations here and abroad: Ilampton Institute, Va. Sample copy free. The Survey; once e week, \$3; once a month, \$2; a transcript of social work and forces; Survey Associates, Inc., 112 East 19 St., New York.

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If you know the name of the agency or organization, turn direct to the listor organisation, turn direct to the list-ings (3d column) for address, corre-sponding officer, etc. [They are ar-ranged alphabetically.]

If you seek an unknown source of information, turn to the subject index, following. The initialings correspond following. The initialings correspond to capital letters in names of agencies.

If you want to know the agencies at work in any great field of social concern, turn also to this index. (They are grouped under major subject classifications, as "HEALTH," printed in capitals.]

capitala.]

Correspondence is invited by the agencies listed; questions answered (enclose postage for reply) and pamphlets supplied free or at nominal charges. Membership is not required of those seeking information, but offers an opportunity for you to share spiritedly and seriously is your common movement which is grappling with some country-wide need or canse.

If you are uncertain where to turn. address the SURVEY, and we shall en-deavor to get your inquiry into the right hands.

#### WARTIME SERVICE

"HOW the Survey can serve" was the subject of an informal conference held early in April, in our library, to which we asked the executives of perhaps twenty national social service organizations. The conference was a unit in feeling that as a link between organized efforts, as a link between organized efforts, as a means for letting people throughout the country know promptly of needs and national programs—how, when and where they can count locally—the SUNVEY was at the threshold of an opportunity for service such as has seldom come to an educational enter-tries. prise.

The development of this directory is The development of this diversery is one of several steps in carrying out this commission. The executives of these organizations will answer ques-tions or offer connect to individuals and local organizations in adjusting their work to emergent wartime demands.

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SUBJECT INDEX
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IMMIGRATION
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Nail. Child Labor Com. Workers.
Nail. Lasgue of Wom. Workers.
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Dept. of Soc. and Public Service, Aus

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SHORT BALLOT ORGANIZATION — Woodrow Wilson, pres.; Richard S. Childs, sec'y; 383 4 Ave., New York. Clearing house for informa-tion on short ballot, commission gov't, city man-ager plan, county gov't. Pamphlets free.

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# UNDER FIRE

#### by Henri Barbusse

#### Sixth American Edition in Press

Translated from the French (Le Feu) by Fitzwater Wray

The leader of a squad in the French Army tells its story day by day for endless weeks and months as they wait in the second line trenches, are moved forward to the front line, take part in the fighting, wallow in the mud, shiver and freeze, are wounded or killed. The life of this squad is the life of all the millions of men engaged in the World War. and

#### It is All There With All the Monstrous and Horrible

details that other writers have skimped or disinfected or ignored. Henri Barbusse does not merely write about war. He takes you with him and makes you live it yourself. An English author complaining in a London journel' i'll our war correspondence war is left out" and that "not a tithe of the truth about it has been told," says of "Under Fire": "This book is a spitting out of the mud of convention, of false phrases, of cast, of lying rhetoric—all the putrescent literature of war. It is mankind itself Sloughing its Ewil Skin of Illusion."

"This novel is epic in proportions," says The New Republic. "It reduces Mr. Britling's Intellectual Reactions to insignificance."

to insignificance.

"Under Fire" filis you with shame that you have any cover save that which a mud wall opposes to an aching body. It makes you realize that the common man is the hero of this cataclysm and that from it democracy and cantonment and attack with a humanity so passionate and a sincer, an observation so keen and so humorous that the stark brutality of his realism is transfused with a sort of sombre poetry, even a sort of brilliance—Gradually you realize that an unbearable amount of life is ebbing from the world. Death may lurk long, but strikes at last, and to face him unfinchingly in the monotonous discomfort, in the superhuman fatigue, in the infamous filth of the trench requires of a rolder with a civilian's heart a

#### Spiritual Effort Whose Magnitude The Untried Civilian Can Never Really Grasp.

In a long review in Pearson's Magazine Frank Harris says: "At last we have an authoritative message from the French trenches, the bare, unvarished truth. It is a revelation, the truth told simply with soul-shattering effect."

The Nation calls "Under Fire" the greatest of the books that Voice the new Spirit of France and pronounces it the strongest and grimmest book yet written

about war.

The New York Evening Post says that to get the full truth about the war we have to wait for a writer, with the courage and the imagination of M. Barbusse, who it declares has painted the common soldier's Unglamorous World with Masterly Fidelity, and has represented the most terrible ordeal human beings can undergo and survive.

dergo and survive.

The New York World says that its chapters are "continuous pictures," and The New York Times that it gives "An unforgettable impression." Writing in The Bookman, Frank Moore Colby says: "There is much more than the life of the survival of the survival

Says The London Observer: "Some unknown man of genius who calls himself Fitzwater Wray has translated The Supreme Novel of the War, and here it is in its divine sublimity of truth, undraped and unbedirened. I do not hesiate to put it on the shelf beside Urquhart's 'Rabelasi' or Fitzgerald's 'Omar' for it is in my mind already a classic. . . The idyll of Paradis and the boots; the 'triple tragedy of Lamuse, Farfadet and the lair-headed Eudorie; the pathetic tenderness of the little pictures of the dying dog; the whimsical humor of The Egg. the grey sorrow of the chapter to Souchez; the heartbreaking story of the husband who went on leave; and a dozen more—the Rich Variety of the Book is Indeserbable.

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# SURVEY





A Year of Survey Associates
The Survey's Annual Report to Its Readers

Red Cross Home Service
By W. Frank Persons

Erasing the Color Line
By William H. Baldwin, 3d

Sing Sing's Swan Song
By Winthrop D. Lane

Four Months in France
By Paul U. Kellogg

#### CALENDAR OF CONFERENCES

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#### NOVEMBER AND DECEMBER

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#### LATER MEETINGS INTERNATIONAL

CHILO WELFARS, Pan-American Congress on. Montriefer, Uruguay, March 17-24, 1918. Seey, Montriefer, Uruguay, March 17-24, 1918. Seey, Vork city. Vork city. Vork city. Chipper, 195 Last 22 serce, Novel Carlos Carlo

#### PAMPHLETS RECEIVED

Pamphlets are listed ouce in this column without charge. Later listing may be made under CURRENT PAMPHLETS (see page

#### CIVICS

THE COMMUNITY POINT OF VIEW OF HOW SHALL THE FEDRRATION APPROACH ITS PROBLEMS? By Morris D. Waldman, 356 Second avenue, New York city.

COOPERATION IN THE CITY BLOCK. By Hymen I. Cohn, president of the Tenants' League, Inc. Published by Cooperative League of America, 70 Fifth avenue, New York eity. 2 cents.

#### EDUCATION

RAINEOW PROMISES OF PROCRESS IN EDUCATION— An analysis and criticism of the General Educa-tion Board's plan for an experimental elementary school under the auspices of Teacher's College-lastitute for Public Service, 51 Chambers street, New York city.

#### LIVELIHOOD

Save Our Sugar. Emergency recipes by Bertha E. Shapleigh, of the U. S. Food Administration, Published by the Emergency Committee of the American Room Economica Association, 19 West 44 street, New York city. 10 cents.

THE WORLD'S FOOD. Whole No. 163, Annals of the American Academy of Political and Social Sciences, Philadelphia, Pa. Single copies \$1 each.

#### INDUSTRY

DECISIONS OF COURS APPECTING LARGE: 1916.
Labor Laws of the United States Series, No. 11;
Whole number 224, Bulletin of the United States
Burean of Labor Statistics. 25 cents from Superintendent of Documents, Government Printing
Office, Washington, D. C.

#### MISCELLANEOUS

MATHEMATICS OF MONEY AND CURRENCY; TO AM-RITION. By D. W. Ravenscroft, Petaluma, Calif. 25 cents.

Charles F. Coffin, vice-president and general counsel, the State Life Insurance Company, Indianapolis.

wanaposis.

Viotence on Pongiveness; Wanyes—More Lu-riess! By Sydney Strong, Queen Anne Con-gregational Church, Scattle. 5 cents each; 25 cents dozen.

THE WARTIME TASKS OF EVERY CRUECH AND COM-MUNITY. The Commission on Inter-Church Federations of the Federal Council of the Churches of Christ in America, 105 East 23 Street, New York city, 10 cents; twelve street, No

THE EARTH IS THE LORG'S, AND THE FULLNESS THEFRON; THE WORLD, AND THEY THAT DWELL THEREN." By John C. Havemeyer, Yonkers, N. Y.

PRIMARY DAYS AND ELECTION DATS AS HOLIDAYS; an instance of governmental absurdity and waste. Report prepared by the Bureau of Public Effi-clency, 315 Plymouth court, Chicago.

Cleocy, J15 Plymouth court, Chicago.
THE RICHMOND ECCLESIASTICAL TRIAL—The
Charge to the Triers by Henry Budd, chancellor
of the Diocease of Pennsylvania. Opinion by the
Rev. Fordyce H. Argo, Rector of the Church of
the Holy Nativity. Fox Chase, Philadelphia, Pa. CREATIVE PSYCHICS: THE ART OF REGENERATION. By Fred Henkel, 203 Tajo Building, Los An-geles, Calif.

Eat and Grow Thin Calendar, 1918. The famous "Mahdah" menus. By Vance Thompson. E. P. Dutton & Co., New York. \$1. WHERE TO GO AND WHAT TO DO IN NEW YORK
CITY IF YOU ARE A SOLDIER, SAILOR OR MANNE
—"YOUR UNIFORM IS YOUR PAS." Bulletin
NO. 2, National Service Commission, 50 East 42
sirect, New York city

WIAY TO READ ON THE CHURCH IN RELATION TO YHE RUBAL COMMUNITY. Prepared by Paul L-Vogt, superintendent Department of Rural Work, the Board of Home Missions and Church Estension of the Methodit Episcopal Church. 1701 Arch atreet, Philadelphia.

#### THE DEAF MUTE

By Florence Ripley Mastin

[Through an error, for which hearty apologies are tendered, Miss Massin's werses, The Deaf Mule, were published in last week's issue of the Sunvey in manufed form. We hatten to repeat them herewith as written!

HE walks within the dim, blue dusk When shadows floor the beach. He's deaf and strange of speech.

The sea is in his gazing eyes, Dark shadowed, gray and sweet; He walks alone beneath wide skies With silent feet.

Against the sunset cloud he stands Upon the lonely dunes. His caged soul flutters down the sands Where the grey sea croons.

In some blue dusk for him will fall An hour; unknown to men His ear will catch the sea's deep call. How sweet his singing then!

#### BOOKS RECEIVED

THE INSTRUMENT THEATHER. By Thomas H. Dick-inson. B. W. Horbech. 249 pp. Price 31.25 Miller annual By Herbech. 249 pp. Price 31.25 Miller annual By Karl Lichhaecht. B. W. Huebech. 117 pp. Price 31.25 Miller annual By Karl Lichhaecht. B. W. Huebech. 117 pp. Price 117 pp. Price 31.25 Miller annual By Herbech. 117 pp. Price 1

Price \$1.10; by mail of the SUSVEY \$1.20.
FOOD—FUEL POS THE HUMAN EXORIE. By Eugene Lyman Fisk. Funk & Wagnalls. 77 pp. Price 75 cents; by mail of the SUSVAY 80 cents.
THE STUSOY OAK. By Samuel Merwin and others. Henry Holt & Co. 346 pp. Price \$1.40; by mail of the SUSVAY \$1.50.

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Augustus Mylerotte Pose. By Agaqustus While Long. D. C. Heath & C. 150 pp. Frice \$1; Structure Pose. By By Ellzabeth R. Bundy, F. Blakiront Son C. 150 pp. Frice \$1; Structus Vision Co. 150 pp. Price Post Structus Vision Post Structus Vision Co. 272 pp. Frice Post Structus Vision Co. 272 pp. Frice Post Structus Vision Co. 272 pp. Frice Post Structus, By Edwin Walter Kenmers-Frinceton University Press. 176 pp. Price \$1.32; by mail of the Server \$1.35. Ellicid by \$2.54.

etter; my mail of the Survey \$1.55.
SYATE SOCIALISM. PRO AND Con. Edited by
William English Walling and Harry W. Laidler.
Henry Holt & Co. 647 pp. Price \$2; hy mail
of the Survey \$2.15.

or the SURWEY \$3.15.

PACTORIES. Second edition. By Margaret Widdemer. Henry Holt & Co. 153 pp. Price \$1.25; by mail of the SURWEY \$1.33.

GARMANY'S AMMERATIONIST AIMS. By S. Grumbach. Translated by J. Ellis Barker. E. P. Dutton & Co. 149 pp. Price \$1.50; by mail of the SURWEY \$1.60.

DRINK AND THE WAR. By Marr Murray. E. P. Dutton & Co. 156 pp. Price 50 cents; hy mail of the Survey 56 cents. THE HISTORICAL DEVELOPMENT OF RELIGION IN CHINA. By W. J. Clennell. E. P. Dutton & Co. 260 pp. Price \$2; hy mail of the Survey

12:10.

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12: by Adam Mickiewicz. Translated
by G. R. Noyes. E. P. Dutton & Co. 251 pp.
Pan Tatorez, B. P. Dutton & Co. 251 pp.
Mercal, Erstean aver Huxas, My
Dr. William Williams Kern. Houghton Miffin
Co. 150: pp. Price 12:25: by mail of the

SURVEY \$1.35.

FOOD PROBLEM. By Vernon Kellogg and Atongo E. Taylor. Macmillan Co. 213 pp. Price \$1.25; by mail of the Sunvay \$1.35.



# Four Months in France

An Interpretation of the American Red Cross I. Here to Work

> By Paul U. Kellogg EDITOR OF THE SURVEY

Paris, October 15. HE work of the American Red Cross on the entire western front centers at Paris under a commissioner to Europe. It began June 12, 1917, when the commissioner and a group of deputy commissioners landed in France, each assigned on shipboard to some piece of investigation for which he was equipped: existing war relief, the building situation, sources of timber in Switzerland, medical service, the methods of the British and French Red Cross organizations in serving their troops and so on.

From the outset it has been an operating organization. The purpose was not to investigate and report back, but to set to work. It was not an expeditionary force, committed to a single object and organized before coming to effect that object; it was a great business of service called on to project among a friendly people the instruments through which the funds raised in the United States, mounting up over \$100,000,000, could be brought to bear wherever and in whatever ways they would count for most. Money, energy, credit, materials, America had to give, but above all, organizers of the type who have built up our industries, transportation and social work.

operations has been laid down. The organization has been kept flexible. With one notable exception, no man is today at the head of a department who was in France when the commission reached here. One after another the underlying needs of the situation have been uncovered and the responsibility for helping meet them lodged in the hands of trained men from the states. At the same time existing activities have been taken over and enlarged to meet the enlarged demands upon them. In this respect the work has been like rebuilding a railway terminal while keeping the trains running. In more ways than one the comparison holds, for the whole service may be conceived as a distributing terminal for the organized practical help of America.

At the end of six months, or by January 12, a permanent

At the end of four months the framework of Red Cross a month. These are merely outstanding items in a service schemed

line-up of the executive force will be reached with perhaps 1,000 people at work. A string of warehouses will extend (along the front) from Dunkirk to Dijon, with reserve warehouses back of them and in the devastated areas; floating warehouses in Belgium, ready for any advance in the lowlands; great storage centers in Paris; Red Cross receiving houses at all ports of entry, and purchase and supply stations wherever possible in Great Britain, Switzerland, France, Spain and Portugal as well as America. The war-relief warehouse capacity in Paris has been increased from 50,000 cubic feet to 5,000,000 since the American Red Cross has taken hold. In purchasing, the increase in bulk has been nearer 1,000 than 100 per cent and is now based on budget estimates drawn up for six months in advance and running into such items as complete sawmill units, portable engines and gasoline tractors, 50,000 yards of flannel, 150,000 pairs of sheets, 1,000,000 rolls of absorbent cotton.

The distribution of hospital supplies has been coordinated in a single agency, reaching 3,617 hospitals in 1,356 towns, the available funds for which are more than doubled; and more than doubled also is the work of supplying surgical dressings, which reaches 1,729 hospitals monthly. Both continue in the hands of the efficient managements which pioneered them, but both have become services of the Red Cross. Plants for the manufacture of special medical supplies, bureaus for the exchange of surgical methods, and huge reserves to stand back of the medical department of the American army are being built up by the Military Affairs Department, which also is opening the first stations of a canteen system that eventually will reach 1,500,000 French soldiers

for effective delivery of output at any point behind the French. Belgian or American fronts, through a transportation department with 500 cars in commission and 400 ordered, with permanent equipment located at twelve centers outside Paris, and committed to a policy of moving all supplies as rapidly as practicable from ports of entry to as near as possible the The Survey, November 24, 1917, Folume 39, No. 8. 112 East 19 street, New York city points of ultimate consumption. Placement and movement of this equipment is visualized at transportation headquarters in the old clearing house building at 5 rue François Premier on a wall map which, as one of the transportation men expressed it "reaches the ceiling of the tallest r.oom in Paris."

#### Sharing Stress

THE development outlined, not without its full share of setbacks and inadequacies, has been pushed forward against physical odds, which have put American resourcefulness to the stiffest sort of test. And at that there remains to be set down, paralleling the work for French and American soldiers, the development of an equally far flung work for French civilians. For the duties of the American Red Cross in France are three:

Its first duty is to serve the army of the United States.

Its second duty is to serve the sick and wounded of the allied armies.

Its third duty is to give such general assistance as it can to the French people.

In the present crisis, these three duties are close of kin. The primary purpose of the men who reorganized the American Red Cross on a war footing, formed its war council, raised its hundred million dollar fund, and sent the commission to France, was to help win the war. With them are associated others whose concern is the historic humanitarian task of easing the suffering of the sick and wounded; still others, with the far-sighted social purpose of conserving for the future, out of the wreckage of war, the human resources of France.

All three motives may fire the vision of the same man or put urgency into a given branch of the work. Thus the relief work is conceived by the Red Cross administration to be of immediate importance to the conduct of the war. It eases the distress of the civilian population which has suffered terribly, and will help make the French people at large feel that we are doing our part even though Americans may not be in the trenches this fall and winter. The United States cannot expect to take any substantial share in the field until next spring. Nothing, it is held, will count for more in maintaining the morale of the French people in the interval than the energetic carrying forward of the Red Cross program.

For not only has France been holding two-thirds of the western front and maintaining the large industrial and transportation operations which serve its army in the field, but in addition France has been caring for the heaviest of all back-set currents of wounded, sick and crippled men and their families; caring, also, for an estimated total of 1,500,000 refugies from the war zone-roughly one-thirtieth of the population before the war-many of them without homes, with fields devastated, and with no source of livelihood other than government grants. This total is constantly fed by a current of repatriated folk entering France through Switzerland at the rate of 1,000 or more a day. These réfugiés have gathered largely in the cities, where many live in crowded and unsanitary surroundings. Moreover, as Dr. Osler expressed it, the tubercle bacillus enlists with the soldier and France, which has always had a heavy mortality from tuberculosis, is threatened with a national health problem of unexampled proportions; while with the proverbially low birthrate further cut down by the war and the infant death-rate undoubtedly increased, the future of the republic is bound up in conserving its children while the war goes on.

By means of hospitals, relief societies and specialized institutions, American no less than British help made itself felt during the period of our neutrality. But through it all, the heavy end of the load no less than the burden of maintaining the great span of the front, has been carried by France despite the fact that some of its richest towns and producing districts are in the hands of the invaders. If there is one impression more than another borne in upon the American Red Cross staff, it is the spirited resourcefulness and high courage of the French people in bending, but never breaking beneath the strain.

In such a situation great loans made by the United States government to the French government appeal to the banker and business man. Military engineering projects appeal to the army staff. But neither reaches home to the men in the street or in the ranks. If the Red Cross canteens serve hundreds of thousands a month at junction points-the soldiers on leave, or permission as the French say; if its first-aid kits and its tons of gauze and hospital equipment help carry conviction that succor will always be at hand for the wounded (by always being at hand); if its grants help make sure that the families of French soldiers will not suffer intolerably for coal and food this winter, then the French people will have concrete evidence that America is "on the job." They will have it, also, if the Red Cross bring its resources to bear so that medical care can be given promptly to réfugies, so that they can be more comfortably housed, so that more of them can get back to their homes, and so that distress and disaffection among the fugitives congested in the cities will not become points of national weakness.

All this will tax the resources of the American Red Cross -not only the money already in hand, but still larger funds will be needed-in a way which can be compared only to the work of the Commission for Relief in Belgium. But with this difference: Here in France there is not only need for a tremendous work of relief, but opportunity for an even greater work of rehabilitation. Here the American Red Cross is engaging in laving foundations which may stand for generations. It has enlisted some of the most experienced leadership in constructive social work and is backing it up with absolute loyalty and confidence. Its ability to secure transportation, supplies, machinery and labor is being put at the service of relief and rehabilitation in the war zone. It has divided the belt of devastation into six districts, has assigned to each an American delegate and is aiding French and American agencies to help bring in the beginnings of normal social life and look after the children, the aged and the sick left behind when the Germans retreated. In cooperation with the French government and the Society of Friends, it is starting building repairs in the best wheat regions of the liberated district (giving them precedence for the sake of food production next year). For the service of France as a whole. it is putting itself unstintingly into unexampled health movements designed to outflank the two great assaults by disease on the nation's vitality. It is cooperating in a tuberculosis campaign which, if plans carry, should bring about in four years as great an advance as the most progressive American state has achieved in ten, and a child welfare program to match it.

#### Making Social History

ALONG with this long range planning which is making social history, has gone quick, sure-footed help in emergencies. An early example was the children's shelter established on July 27 at Toul in the war zone. Gas abombs were being used by the German forces and the inhabitants of the nearby villages were obliged to wear masks to escape asphyxiation. Word came from the prifet of the department that 350 children too

# The American Red Cross Organization

COMMISSIONER FOR EUROPE:-MAJOR GRAYSON M. P. MURPHY, O. R. C., U. S. A.

Wm. G. Sharp, U. S. ambassador to France. James Stillman. Advisory Council: Edward Tuck.

Bureau of Relations with French Government:-H. O. Beatty, director general,

Department for Belgium: { Ernest P. Bicknell, director. John Van Schaick, assistant director.

Bureau of Legal Advice and General Policy:-Carl Taylor, director.

Bureau of Publicity: { F. S. Hoppin. G. B. Fife.

MAJOR J. H. PERKINS, O. R. C., U. S. A. Ralph J. Preston, deputy. COMMISSIONER FOR FRANCE: { Bernon S. Prentice, aide.

# DEPARTMENT OF MILITARY AFFAIRS: W. S. Patten, director. C. B. Denny, aide.

Military, Medical and Surgical Division:
Major Alexander Lambert, M.D., O. R. C.,
U. S. A., director,
E. St. J. Ward, M.D., assistant,
Warth, H. Passell, based parts.

Martha H. Russell, head nurse.

Sections: Hospitals, Medical hospitals for Red Cross; Discensaries; Diet Kitchens (French); Research Service; Medical and Surgical Information; Nursing Service (Nurses' Homes); Hospital Supply Service; Surgical Dressings Service; Relief of Mutilés; Surgical Specialites—Ambulance Service;

gual Specialites—Ambulance Service.

U. S. Army Division: A. W. Copp, director, surface and welfare; Revisiliament service that and Welfare; Revisiliament service kitchen service; Cassally Information service; Nitreas Coule and Oxygen service; Leghting and Heating graphic Struitzing service; Pertable Batha and Dialecting service; Pertable Batha and Dialecting services.

French Army Division:

Sections: Canteens at the front; Canteens L. of C.; Metropolitan canteens; Investigation and Relief service; Manufacture of artificial limbs.

DEPARTMENT OF CIVIL AFFAIRS: Homer Folks, director. Walter Abbott, assistant director.

Bureau of Reconstruction and Relief: Edward Eyre Hunt, chief .. Chevrillon, assistant chief.

Medical Advisory Committee-Department of Military Affairs.

Javaory Committee—Department of Military Maj. Alexander Lambert, M. O. R. C., Col. U. S. A., chairman. Col. U. S. A., chairman. S. A. Col. U. S. A. Maj. J. M. T. Finney, M. O. R. C., U. S. A. Maj. J. M. T. Finney, M. O. R. C., U. S. A. Maj. Richard D. Strong, M. O. R. C., U. S. A. Maj. Richard D. Strong, M. O. R. C., U. S. A. Maj. Hay M. G. W. Crife, M. O. R. C., U. S. A. Maj. G. W. Crife, M. O. R. C., U. S. A. Maj. F. T. Murphy, M. O. R. C., U. S. A. Maj. E. Strewer, M. O. R. C., U. S. A. Maj. G. W. Crife, M. O. R. C., U. S. A. Maj. F. T. Murphy, M. O. R. C., U. S. A. Leivingston Farsaud, M.D. O. R. C., U. S. A.

Livingston Farrand, M.D. Medical Advisory Committee-Department of Civil Affairs.

James Alexander Miller, M.D. William Palmer Lucas, M.D. William Charles White, M.D.

Medical Research Committee
Maj. W. B. Cannon, M. O. R. C., U. S. A.,

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Bureau of Care and Prevention of Tuberculosis:

Care and Prevention of Abertunous:
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James Alexander Miller, M. D., consultant.
A. H. Garvin, M.D., assistant chief.

Bureau of Needy Children and Infant Mortality:

William Palmer Lucas, M.D., chief. J. Parker Sedgwick, M.D., assistant chief. Bureau of Refugees and Relief:

Edward T. Devine, chief. Margaret Curtis, assistant chief.

Bureau of Re-education of Mutilés: Grace S. Harper, chief.

American Friends' Unit: J. Henry Scattergood, chief. Charles Evans, assistant chief.

ADMINISTRATION:

Bureau of Supplies: Joseph R. Swan, director. Sections: Purchase, Stanler Field, chief; Transpor-tation, C. G. Osborne, chief; stores, R. H. Sherman, chief. Bureau of Finance and Accounts:

J. Crosby Brown, director. B. G. Smith, treasurer, P. N. Miller, comptroller.

Bureau of Permits and Passes: A. L. Hoffman, chief, Bureau of Personnel and General Office Facilities: J. R. Barbour, secretary general.

Bureau of Construction: William Emerson, director. Sections: Planning, George B. Ford, chief. Engineering, Henry G. Barbey, chief.

Executive Committee Medical Advisory Committee Department of Military Affairs.

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WOMEN'S WAR RELIEF CORPS

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Executive Committee. Mrs. Robert Woods Bliss, chairman. Mrs. Edward Tuck. Ralph J. Preston (A. R. C. in France, liaison).

Martha Draper (A. R. C. in America linison)

Mrs. Anna Bowman Dodd, corresponding secretary. Mrs. George Burdett Ford, recording secretary.

Mrs. Charles Scott, treasurer.

Honorary Board

Madame Mary King Waddington, chairman. Princesse Edmond de Polignac. Mrs. Mackay, Mrs. Walter Gay,

young to be trusted to keep their gas masks on had been thrust upon his hands and that he needed immediate assistance. The next day eight workers left Red Cross headquarters—a doctor, an experienced nurse, two auxiliary nurses, a bacteriologist, an administrative director and two women to take charge of bedding, clothing, food.

The children, all of them under eight years of age and twenty-one of them babies of less than one year, were found herded together in an old military barracks, dirty, practically unfurnished, and without sanitary appliances. Sick children were crowded in with the well and skin diseases and vermin abounded. Within two days the children had been thoroughly cleansed and transferred to a new and clean barracks; medical care had been given, wet nurses secured for the babies, suitable food provided, and a classification of all réfugies made to prevent the separation of members of the same family. Thereafter, on invitation of the French authorities, specialists in children's diseases made an examination of other children's asylums in this department with the idea of improving their medical and sanitary work, and also examined several hundred additional children from Pompey, Fouard and towns nearby, who had been romoved from the cellars where the families had taken refuge from recurring bomb attacks.

#### Ready When the Call Comes

ON SEPTEMBER 5, in the presence of the préfet of the department, two generals of the French army, the senator of the department and several American doctors and nurses, the French and American flags were raised in front of the new barracks, now the Red Cross infirmary, which has since been augmented by a children's hospital equipped by the American Fund for French Wounded. This has become the center of the American Red Cross child welfare work for the entire department of Meurthee-t-Moselle, and the whole series of undertakings illustrates how far a prompt response to an opportunity for help can be made to reach. Just that has been the general working principle of the American Red Cross in its four months in France—to come forward with definite things rather than vague assurances in approaching the French people, shouldering as it is the greatest stress ever put upon a modern nation.

Finally, to understand the program entered upon by the American Red Cross and its relation to other agencies, it is necessary to bear in mind the sweeping changes brought about by America's entry into the war. The United States was no longer a neutral but a combatant, deploying its medical service along with its troops. The Army Medical Department took over various American hospitals as units and established others which, pending American easualties, are serving the allies. To help our troops was the especial patriotic obligation of the Red Cross. In addition, such assistance as America could render the French medical corps, in the Service de Santé, and such help as it could muster in building up forces of resistance among the French civilian population, were no longer conceived merely as humanitarian projects but, as we have seen, as responsibilities bound up in our national purpose. They were beyond the resources of existing American agencies and altogether too serious to leave at loose ends. Moreover, the demand on cargo space for transporting military supplies made it necessary to conserve every ounce of tonnage available for medical supplies or relief shipments, cut out all waste and route all materials where they would meet the greatest need and in the order in which they would be needed most.

Moreover, the American Red Cross, arriving in France, was confronted by a series of underlying problems which since the beginning of the war French governmental and private efforts had been doing their best to solve. These necessities had resulted in laws passed by parliament, réglementations established by the various ministries, the institution of a number of new departments and committees and the opening of large credits to help remedy the misery of war. But whatever may be the governmental or private undertakings, those miseries are far above any remedy so far offered. In any country at war, the national military necessities come first and there remains much for a great fratenity in philanthropic endeavor.

All this called for building up an efficient Red Cross organization in France, but it called also for cooperative relations at every point with the American expeditionary force; with the French government (from the national administration to the army group commanders and the sour-prifets); with American Red Cross activities in Great Britain, Belgium, Italy and Serbia; with the Rockefeller Foundation in initiating its permanent tuberculosis work in France; with the Y. M. C. A. in its war-time recreation program for the French and American armies, and with French and American private seencies in general.

The commissioner to Europe is a member of the War Council of the American Red Cross and, through the gift of the French government is in free cable communication with Washington. He is a member of General Pershing's staff, with a representative constantly at United States army headquarters. A department for Belgium has been created with headquarters at Havre. Initial negotiations with the French government are carried on through the Ministry of Foreign Affairs, and this work is in the hands of the director-general of the Red Cross. Inasmuch as the organization is brought into intimate association with the various departments of government. liaisons have been established with each group of armies, with general headquarters, with Marechal Joffre, with the military governor of Paris, and with the Service de Santé. The director of the Department of Civil Affairs is a member of the Rockefeller Commission for Prevention of Tuberculosis and the medical representative of that commission is consultant of the Red Cross department.

#### French Charities Decentralized

RELATIONS with existing voluntary organizations have presented a more complex problem. For although government in France is centralized far beyond anything we know in America (préfets and sous-préfets of the departments being appointed officers and only the local maires elected), private benevolence is decentralized and individualistic. Even the work analogous to that of the American Red Cross has been in the hands of three organizations which only since the present war have been associated in a common committee. The characteristic development is that of oeuwres, or literally "works," and while not a few of these are strong, efficient and national in scope, many are local, devoted to some single project and so fragile that the charities' directories are soon out of date.

This system was very naturally reflected in the organization of a great company of American war charities, some feeble and transient, some resourceful and with a history of devoted service dating back to the early months of the war. Movements among them to secure a united front, to prevent overlapping and systematically to cover the field, had all failed prior to America's entry into the war. So had efforts to this end set in motion by the French government, which had put an open space, part of the old fortifications close to the Porte Dauphine, at the disposal of the foreign societies and had erected

a series of barracks for their use, a veritable little village laid out on town-planning lines. Four organizations had, however, developed schemes of common service: the American Clearing House, which handled shipments from America to all war-relief agencies in France and was the French representative of the American Red Cross; the American Fund for French Wounded, the National Surgical Dressings Committee of America, and the American Distribution Service. These agencies were supplying institutions running up into the thousands. Immediately on the arrival of the Red Cross commission, the American Clearing House placed its entire staff and organization at its disposal, its director-general, H. O. Beatty, carrying into the new organization invaluable experience and acquaintance and breaking the ground for the new era of relationships. As steps in coordination, the war relief, medical supplies, and hospital dressings services became organic parts of the new Red Cross; working alliances have been effected with the American Fund for French Wounded and other agencies; a Women's War Relief Corps has been organized to afford an adequate channel for cooperation by American women in France, and the Red Cross itself as an operating organization has been built up into three main departments: military affairs, civil affairs and administration.

What follows is in no sense an official statement; still less it a critical review either of policies or of performance to date. Rather it is a mosaic drawn from reports and interview—an attempt to set down affirmatively the field of work—as the men in charge see it and the things they are driving at, and to set both down more often than not, in their own words. Nothing will better serve this process of interpretation, let Americans catch a glimpse of the opportunity before the Red Cross as seen through French eyes and at the same time translate something of its spirit and outlook to French readers, than to quote a French engineer of distinction, L. Chevrillon,

long a member of the Belgian Relief Commission and now associated with an important Red Cross bureau;

Above all, the work of the American Red Cross should intensify the natural current of sympath which exists between France and America; encourage exchanges of views; study French methods; offer to France certain examples of American methods and bring to this suffering country, which has been fighting for three years, the moral support of American national solicitors.

It should be an institution not conducted merely from the point of view of intelligent relief or of proper management, but it should be also a great work of inter-penetration of the two nationalities.

It should work to develop points of contact; to dissipate all mis understandings and attenuate the differences in point of view in this respect, the work of the American Red Croas is perhaps as important to the United States as it is to France, for it assumes the sate of awakening the American public spirit to the exact shade of sentiment which will arouse a device to help without in any way diminiing the prentige obtained by France in America by this long period of serifice.

It will accomplish its work fully if it succeeds in bringing into light in France American initiative, the American genius for organization and invention and the ardent spirit with which all the Red Cross volunteers have thrown themselves into this work for love of a cause, which is that of France.

The program of the Red Cross has been conceived in accordance with the above suggestions. It will endeavor to create inimisate contacts and to establish work in common between its various departments and the French institutions organized to provide for the same needs. It will do its best to improve existing methods and it will create vast fields of experiment for the application of new methods.

Taking into account the fact that France has had to sacrifice to military necessities and has had therefore to give secondary consideration to the relief of war sufferings, it will help with its capital, in mee, its personnel, with the ability of its technical advisers and with the work of all its staff, all those institutions which have not universal drama which has brought them into being. It will hasten the solution of certain problems which appear to the French minds as still far distant. It will suby itself with the needs of orphans, children, the tuberculous, rejugits, repatries. It will study the great problems of after-the-wars, such as depopulation, rehabilitation of will do its best to prepare a thorough and rapid remainstance of still the vital forces of the country.

# Erasing the Color Line

The Supreme Court Decision on Negro Segregation

By William H. Baldwin, 3d

HE United States Supreme Court, in declaring unconstitutional the residential segregation ordinance of Louisville, Ky., has made void similar ordinances in Richmond, Baltimore and St. Louis, and has put to an end agitation in many other cities which has looked toward the same specious "solution" of the urban Negro problem. At the same time, the decision has heartened Negroes throughout the country, as it is a reaffirmation of the fact that the colored citizen is on a par with his white neighbor in the eyes of the fundamental law of the land even if prejudice at times and in places rises to gall his feelings and to make him the victim of gross injustices. Whether the decision is a long step toward the day when the conception of public rights will no longer be restricted by the plausible qualification of furnishing equal accommodations and privileges, it is not for a layman to predict. Yet it does seem logical that if a Negro is now sustained in his right to buy, sell and use property-and therefore to reside-where he will, he ought also to have full right to choose his own seat in a public conveyance. Then would end the overcrowded, filthy Jim Crow car with empty white coaches behind, and with Iim Crowism would end one of the greatest indictments against the South's treatment of the Negro. What that would mean must be considered in the light of the new sense of value which has come to every individual as the result of war production, economy and financing, and which is accentuated in the Negro by reason of the great emigration from the South.

But that is all speculation. The recent decision of the Supreme Court is a distinct end in itself. The title of the ordinance in question is: "An ordinance to prevent conflict and ill-feeling between the white and colored races in the city of Louisville, and to preserve the public peace and promote the general welfare by making reasonable provisions requiring as far as practicable, the use of separate blocks for residences, places of abode and places of assembly by white and colored people respectively." By its provisions it was made an offense for a person of color to move into a house on any block where the majority of the houses are the homes of whites, and, conversely, the same restrictions were placed on the movements of white residents.

"This drastic measure," says Mr. Justice Day, who wrote the opinion, "is sought to be justified under the authority of the state in the exercise of the police power. It is said such legislation tends to promote public peace by preventing racial conflicts; that it needs to maintain racial purity; that it prevents the deterioration of property owned and occupied by white people, which deterioration, it is contended, is sure to follow the occupancy of adjacent premises by persons of color." Justice Day points out that "in the slaughter house cases [the first to come to the Supreme Court under the fourteenth amendment] it was recognized that the chief inducement to the passage of the amendment was the desire to extend federal protection to the recently emancipated race from uniriendly and discriminating legislation by the states." To this retieration of an earlier decision the justice adds the following words, which undoubtedly will be quoted by future terms of the court in rendering yet more progressive opinions:

"That there exists a serious and difficult problem arising from a feeling of race hostility which the law is powerless to control, and to which it must give a measure of consideration, may be freely admitted. But its solution cannot be promoted by depriving citizens of their constitutional rights and priviierce."

In other words municipalities are given notice that whereas they can experiment with zoning systems to prevent encroachment of certain kinds of business upon residential sections, they will have to find other methods of solving racial problems. And the decision comes at a time when several northern insurial centers are becoming restive under the great influx of Negroes from the South; for residential segregation seems on easy way of meeting the situation. In making such a quack curveall illegal, the decision will bring cities North and South eventually to realize that the problem and its solution lie deep in a healthy spirit which sees all urban problems to community problems and which seeks their solution through the cooperation of the best elements, both black and white.

In more than a score of cities this work is already being ecomplished by committees of white and colored men and women, which are affiliated with the National League on Urban Conditions among Negroes. The program is to educate city officials and social welfare organizations into working for the whole city without regard to color and one of the most important phases is seeing that the standards of sanitation, housing and police protection are not allowed to sag, where colored residents are involved. When they do sag, and sag they inevitably do wherever the Negro is confined to certain districts by law or strong popular feeling, the result is a distinct lowering of the health, morality and order of the whole city; for only the most fanatical Negrophobe has any dead of advocating segregation in the fields of business and in-

dustry and especially of domestic service. As for the argument of racial purity, advanced by the defenders of the segregation ordinance, it is uncontrovertible that miscegenation is directly inverse to the jealousy with which the whole community protects the good name of colored women.

There remains then only the personal antipathy of most white people to living in close proximity to Negroes, with the subsidiary consideration of unsettlement of property values. Anyone who expects an immediate inundation of his residential section by hordes of Negroes as the result of the Supreme Court's decision forgets, first, that the great bulk of colored people is among the poorer classes in the United States and, second, that those Negroes who command the necessary wealth to live comfortably are just as proud as the proudest white, and have no intention of forcing themselves in where they are not wanted. What they do seek is to live in as decent surroundings as their incomes permit, and not be forced to live with the lowest members of their race in some district which the white authorities condemn through utter indifference to reek in neglected filth. With segregation in fact or as a threat no longer available, the best thing a city can do if it is set on keeping the races apart is to see to it that the Negro sections are kept clean, well-ordered and attractive places in which to live.

A word should be said in closing as to the fine work which the National Association for the Advancement of Colored People has done in obtaining a favorable decision in the Louisville case. The Journal and Guide, a Negro newspaper published in Norfolk, Va., says: "We are hopeful and optimistic. The segregation decision of 1917 is a far step from the Dred Scott decision of 1857. And it must be remembered that the decision was handed down by a Supreme Court the majority of whose members are Democrats, and whose chief justice is a native southerner. The decision is unique and remarkable also for the reason that never before in the history of the Supreme Court has that tribunal reached a unanimous decision upon any question upholding the rights of the Negro." It is indeed a case of which the National Advancement Association and its branches in the four cities which had passed segregation ordinances, may well be proud; and all who have the interests of the colored people at heart. and who are working for intelligence in the solution of municipal problems owe a debt of gratitude to the association and to its president, Moorfield Storey, of Boston, who served as chief counsel before the Supreme Court.

# Sing Sing's Swan Song

By Winthrop D. Lane

EW more dramatic scenes have been enacted in any prison in this country than that which occurred at Sing Sing November 9, when Governor Whitman amid the cheers of assembled law-breakers, lowered the first stone to be removed from the bastille cell-block at that institution in the process of demolition which the last legislature enjoined.

Sing Sing is actually to give way to a new, sanitary, industrial prison on wide acreage in the country. This has been the object of an energetic campaign in New York state for afteen years.

The stone had been pried loose earlier in the day by

prisoners themselves. Prisoners, too, hung with a will on the rope on which the governor put his weight to keep the stone from falling. It was clear that no law-breaker in Sing Sing felt sorry to see his house pulled down about his ears. To the prisoners, as well as to onlookers from the outside, the stone was the symbol of an outworn philosophy and treatment of hunan beings. With it, said one speaker, went "all the anguish, tears, disappointment and lost opportunity of reformation" that Sing Sing has stood for throughout most of its innety-odd years of existence. Its lowering, said James M. Carter, superintendent of state prisons, was a bit of "unagible, evident, concrete prison reform" and

George W. Wickersham, former attorney-general of the United States, added that it meant not only "the beginning of a new building, but of a new thought and a new tolerance as well."

In the destruction of the building stone by stone, State's Architect Lewis F. Pilcher, who drew the plans for the receiving and distributing station that is to replace Sing Sing, saw a counterpart of the individualized treatment of prisoners that is coming to be accepted by penologists todaythe study of each law-breaker's characteristics, heredity and causes of delinquency, and the effort to give him the advantage of remedies fitted to remove those causes.

Henry M. Sage, state senator, who with Assemblyman Adler led the fight for the destruction of Sing Sing in the legislature, reminded his hearers that there was another prison in the state with a cell-block, as much in need of destruction as Sing Sing, namely, Clinton prison at Dannemora. Here not only is the architecture ancient, but the administration is much in need of the enlightening touches that have come to Sing Sing in recent years,

Only a few days later a revolution of a different sort occurred at a state prison of the cell-block type in another state. where the light of publicity has recently been let in upon the treatment of men behind the bars. This is the New Jersey state prison at Trenton. For the first time in its history prisoners were allowed the freedom of the prison yard. For two hours and half they ran, played "three o' cat," wrestled and discussed the new order of things in groups. Additional grounds are being prepared across the street, and these will afford ampler facilities for recreation in the open air. An improved system of grading inmates is to be adopted also, so that men can earn certain privileges heretofore denied them. Both these reforms have long ago been adopted by enlightened prison administrations, but New Jersey is not the only state that has lagged.

The cell-block at Sing Sing, built in 1825-30, was designed to fit the following idea of prison punishment, as reported by a contemporaneous committee of the state senate:

"To make any impression upon the minds of either convicts or the public, there must be suffering (on the part of the inmates); and to make any adequate impression, such sufferings as will excite feelings of terror."

The cells at Sing Sing are 3 feet 3 inches wide, 6 feet 7 inches high, and 7 feet long. They afford 148 cubic feet of air space, less than one-third of the amount the law requires for a single lodger on the Bowery. Prior to Mr. Osborne's wardenship, the men spent 111 of the 168 hours of each week in these cells. The cell block has been a prolific cause of tuberculosis, rheumatism and other diseases, sending men forth into society much less fit for physical work than when they went in.

The prison that is to replace Sing Sing is to be built at Wingdale, in Dutchess county. It is to be a farm industrial prison, composed of groups of detached or semi-detached small buildings. The Sage bill appropriated \$1,250,000 for the erection of this prison. Its construction is in the hands of the Commission on New Prisons and excavation has already begun.

Meanwhile, the present Sing Sing site is to be utilized in a novel manner. Representing an investment of approximately \$1,000,000, it will not be abandoned entirely but by the addition of new buildings on the high plateau east of the present structure, and up from the Hudson River (land which has not heretofore been used for prison purposes), it will be made into a receiving and distributing station for all prisoners sentenced to state prisons. Here law-breakers will remain

for from three to six months. During this time they will be classified on the basis of their mental characteristics, physical ailments or abnormalities and the kind of treatment best suited to them. They will then be transferred to that one of the four state prisons where they can receive the closes: approximation to the needed treatment. There is not among the state prisons today any systematic classification of inmates First-timers and others are sent to each. Those seriously il. with tuberculosis are sent to the special hospital at Clintor. Prison, but in general there is not even an approximate class: fication.

Accommodations for 1,000 prisoners will be provided a this station. The lay-out is such as to afford a relatively nor mal form of daily life. The erection of the buildings by inmate labor has already begun.

In this connection it is interesting to note a proposal for a possible redistribution of the inmates of both state prison: and reformatories made by the Prison Association of New York in its latest annual report. This has value both for New York and other states also. The proposal begins by distinguishing the following five principal classes of prisoners requiring individual treatment: Feebleminded, requiring segregation (estimated to be approximately 10 per cent of the total state prison and state reformatory population); psychotics (approximately 2 per cent); perverts (1.56 per cent); tubercular (10 per cent); cardiacs (3 per cent). When these classes have been segregated, the remainder, it is believed will constitute the reasonably normal-those who, for example, could be expected to profit most from self-government.

The association presents three plans for redistributing the present population on the basis of this classification. The first of these merely contemplates a shifting of inmates from one state prison to another, or from one part of one prison to another part, in the interests of better classification, and could be carried out by executive order without new legislation. The second contemplates converting the branch of the state reformatory at Naponoch into a special institution for defective delinquents, both those found in the state prisons and those in the two state reformatories. This would diminish the housing capacity of the reformatories. The plan proposes to counterbalance this by removing the tubercular and the perverts as well as the feebleminded from the main reformatory at Elmira and putting them in specially selected parts of the state prisons.

The third plan provides temporarily for a more reasonable treatment of male misdemeanants of reformatory age now held in county penitentiaries outside New York city and combines the whole matter of their disposition with the plans worked out above for the state prisons and reformatories. At the time of the study, about 900 male misdemeanants between eighteen and thirty years of age were held in the four county penitentiaries considered. The plan proposes that these mer. be sent hereafter directly to Elmira Reformatory on indeterminate sentences with a suggested maximum of three years: they can there receive treatment much more likely to send them forth well and useful citizens than the county prisons afford. The plan assumes that the changes contemplated by the second proposal, outlined above, shall have been adopted Ultimately, under this plan, modern smaller units could be built at Elmira reformatory to provide for an increasing pop-

These proposals have been submitted to the public by the Prison Association for discussion, and are predicated upon the use of Sing Sing as a receiving and distribution station only, which as we have seen, is now in process of accomplishment.

# HOME SERVICE

# The WORK of the AMERICAN RED CROSS in the UNITED STATES

By W. Frank Persons

DIRECTOR GENERAL CIVILIAN RELIEF

OME Service is that phase of the work of the Department of Civilian Relief of the American Red Cross which is concerned with the welfare of the families of men enlisted in the armed service of this country and of the families, resident in the United States, of men serving with any of its allies. It is distinctively organized and is not to be confused with "disaster relief," which is another responsibility of the same department.

Home Service is essentially not "relief" in the sense of money payments or doles of food or clothing, though such assistance may on occasion be needed even by the families of soldiers and sailors. The enactment of the war risk insurance law, heartily advocated by the Rod Cross, has placed the responsibility for such help, in large measure, where it justly belongs.

The Red Cross, as representing the intense interest and desire of the American people, has undertaken the duty and the privilege of doing for the families of soldiers and sailors what the government cannot do. Hundreds of Home Service workers in every part of the country, who are now in daily contact with such families, know that it is a present fact and not a mere theory which confronts them and that many of the family situations encountered demand a friendly and individualized attention which the government cannot give. And yet it must, so far as is humanly possible, be assured that when at last our country's soldiers and sailors return home their families shall be found to have maintained the essential standards of home life. Nothing less than this will measure up to American ideals. On American ideals the duty and the opportunity of Home Service are founded.

#### OPPORTUNITIES OF HOME SERVICE

THE greatest opportunity of Home Service is the conservation of human resources—their conservation, that is, in families left behind by men at the front or on the high seas. A majority of these families will be able to maintain good standards of health, education, industry and family solidarity without relying upon outside service of any kind. But in a large minority, on the other hand, these powers of self-helpfulness will be strained to the breaking point by lack of opportunity, by ill health, or by the sudden changes in way of living due directly to war times.

The second opportunity for which the government, in the very nature of things, cannot make provision, is relief in emergencies—the opportunity to meet, for example, temporary need of money help while legal claims are being adjusted or while the receipt of an allowance is delayed. This probably is not going to be a heavy burden, but it is one in which promptness is all important and one for which Red Cross Home Service was responsible without federal aid during the first seven months of the war, when there were no family allowances. As the government assumes its rightful respon-

sibility on the financial side, Home Service sections will be careful to continue their relations of confidence and friendship with families previously aided and to conserve the welfare of these families in every possible way.

The third opportunity, like the first, will be not only a continuing but an increasing one. It involves regular allow-ances, when needed, to those who have no legal claim to government allowances but a moral claim to Red Cross interest, owing to the fact that they have earned the right to depend upon men now in the service. A second large group, who have no legal claim on the government, have been formally accepted by the Red Cross as their special responsibility, namely, families resident in the United States of men who are in the armies or navies of our allies.

A fourth opportunity will increase in importance with each month that our forces are engaged in active warfare. It relates to the returning soldier or sailor, more especially when he returns disabled. Whatever can be done through specialized hospital and institutional treatment will be done by the government, but the supremely important thing is the prevention of permanent disability. In this many forces will have to cooperate. In so far as these forces are local, the Home Service section of a locality will have to carry forward the work begun in hospitals and in government training shops. The non-institutional side, the readjustment to actual home conditions, the fitting men back into industry after discharge, the interesting of individual employers, the organizing of local resources for further training and the development of a helpful and stimulating attitude toward these men throughout the local community-these will become Home Service tasks.

Finally, a fifth opportunity for Home Service workers lies in the desire of relatives of enlisted men for information of many kinds. Already this service is widely extended. Home Service sections are advising how mail should be addressed to soldiers and sailors; how information may be obtained of those sick, wounded, captured, or missing; what the war risk insurance law means and how to take advantage of its provisions. This work will be vastly extended and will save untold anxiety and suffering. It will serve immensely to maintain the comfort and health of these families, who have spared their breadwinners and protectors to the service of their country, and thereby also to sustain the morale of the fighting men themselves.

#### COOPERATION WITH WAR RISK BUREAU

THE Department of Civilian Relief has, with the cordial approval of the Bureau of War Risk Insurance, already undertaken to inform the relatives of soldiers and sailors who are entitled to family allowances and to compulsory altoments of pay, of their rights under this law. This is an immense task and one most logically related to the purpose of Home Service.

It is not to be understood that Home Service workers will invade the homes of all soldiers and sailors without invitation to offer suggestions that may not be desired. The fact that such information is available, with sympathetic advice and assistance in filing out application blanks, will be made known. Those who find the help desirable will be welcomed at the office of each Home Service section.

It may be well to add in this connection that an enlisted man's wife and children are entitled to the family allowance that the government provides from the mere fact that they are his wife and children. There will be no examination into the question of their financial condition.

The war risk insurance law provides also for voluntary allotment of pay by the listed man to parent, grandchild, brother or sister, and to any of these also a family allowance under three conditions. First, the enlisted man must make as allotment of at least five dollars a month, or one-seventh of his pay, whichever is greater, and apply for the allowance. If he is not making a compulsory allotment to wife or children, he must first allot fifteen dollars a month, or up to one-half of his pay. Second, the relative must be actually dependent, which is pay. Second, the relative must be actually dependent and allowance combined cannot exceed the average amount, monthly, that the man himself has been habitually contributing during the period of dependency, but not exceeding the year poir to this clustisment, or prior to the enactment of this law.

The Home Service sections are not stimulating the expectations of such relatives of enlisted men or advising them to apply for family allowances. The application must be made by the enlisted man, and by him only after he has made an allorment. Such expectation, if it exists, can be fulfilled only upon the voluntary initiative of the man in the service. Whatever desire such prospective beneficiary may have should be communicated to the enlisted man, who must make the allorment and the application before the Bureau of War Risk Insurance can have any interest or duty in the making of an award.

#### SOCIAL WORKERS AND THE LAW

I N last week's SURVEY, Lee K. Frankel is quoted as recom-mending to the "directorates of social agencies having in their employ men and women properly trained and qualified to do investigational work in the home, that they offer the services of these men and women to the War Risk Insurance Bureau if such service be needed and desired." It is Dr. Frankel's thought that the law granting an allowance to parent, grandchild, brother or sister, under stated conditions, presupposes either the presentation by enlisted men of indisputable proofs of dependency or investigation of the economic status of each enlisted man's family." "Assuming," he adds in the speech from which the statement above is quoted, "that dependency had been established by such investigation, subsequent investigation would be necessary to ascertain whether dependency persists." It is in the making of such investigations that social agencies are advised to contribute the services of their employes in order to promote "an efficient administration of the family allowance act, upon the success of which the proper conduct of the war may depend."

The whole purpose of this law is to afford compensation for loss of support, for injury and death, for loss of insurability -not to distribute charity. Judge Julian W. Mack, who drafted the bill, has said: "Congress wanted it understood that it is not a gift; it is not charity at all; it is additional compensation." It is therefore interesting to consider with what favor Congress and the people of this country would regard such well-intentioned activity on the part of social workers, and to consider also with what favor the families concerned would regard primary and subsequent investigations to ascertain whether dependency exists and persists. Would not public opinion quickly require the cessation of such visits by the regularly appointed agents of charitable organizations? Is it not possible and desirable that the Bureau of War Risk Insurance should accept the other alternative and require from the enlisted man and from the beneficiary satisfactory evidence of dependency and of his habitual earlier contributions to the support of the beneficiary? The enlisted man when the application is made, and the beneficiary when the allowance is accepted, must certify to the essential facts and conditions upon which the award of an allowance is conditioned. They know the facts better than anyone else. The government will require them to state these facts under severe penalty for any willful misrepresentation-no matter what other statement may be made by a social worker.

When it shall occur that formal inquiry by the Bureau of War Risk Insurance is made of a prospective beneficiary only conditionally entitled to the allowance, and that person desires or accepts the assistance of a social worker in making answer to the formal questions in satisfactory form, then the possibility of service appears. It is apparent, however, that such statements made under penalty must be the statements of the beneficiary and of no one else. And it is equally apparent that statements so made should not be called into serious question except the contradictory evidence is submitted in similarly solenn and responsible fashion.

There remains to be considered the need of inquiry when an honest mistake is suspected. The Bureau of War Risk Insurance has full power to make such inquiry and to take sworn evidence regarding such matters. In this way only does a satisfactory conclusion of such questions seem possible.

In the event that the bureau should desire to make blanket inquiry concerning the dependency of those relatives only conditionally entitled to allowances, may it not depend upon the exemption boards with greater certainty and advantage than upon the voluntary services of social workers? The exemption boards are official bodies. Their combined jurisdiction covers every acre of this land. There is a record of the examination of each drafted man, and in this record are his statements as to those dependent upon him at the time of his examination, unless indeed, because of his desire for service, he failed to claim exemption or to state the fact of such dependency existing. If he failed so to state for such reasons may it not be proper for a country, grateful for his service and sacrifice, to accept without "investigation" his solemn statement, confirmed by the equally solemn statement of the beneficiary, as to the dependency of a relative to whom at the time he is voluntarily allotting a part of his scanty pay?

#### 1916-17

#### THE GIST OF THIS REPORT EDITORIAL

Published 52 issues.

Mointained, for the pres time in over two years, a 32-page

Mointained, for the peat time in over two years, a 32-page weekly unit of practically air months. Published reviews of 325 books; lusted 861 pemphilets; power the nib of 32 conference neverti.

Lounched under a couble, responsible editor the new Forcing Service Department, raised \$3,000 (sprunionally pledged for two years to come), and established owners of information which wall be investable in the period of

reconstruction following the war.
Reorganized the Sunvey's library into an effective piece of editorial equipment.

Achieved a new standard in promptness of news service and delivery.

Major series:

Orașius and Estaps, or Edward T. Dreins.
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The Sport, by Elizabbi Tillon.
The State for Children. by Karl de Schwimitte,
Dated Spir activate by Forter R. Lett.
Fort Add to Eurost, servas continued from 1914-18, by
Ernst P. Schwid.

Special numbers:

New Year Goals in Social Work, brought out December 30 with the cooperation of 40 material social agracest. The Canadom industrial disputs etc., on rightery or with many of Sen Historian William O. Lindow, and the Canadom with the Canadom William O. Homeson, and J. E. William, William O. Thompson, James C. Watters, H. R. Towne, Harris Weinstock, Elish Lee.

#### MANUFACTURE

Printed 977,250 copies as against 937,925 the preceding year. Delivered 1,346 text pages to each subscriber—an addition of 115 over last year

Despite an increased charge of \$5,300 for paper, reduced ma pite an increased charge of \$5,500 for paper, reduced man-ufacturing costs to \$27,528,93 against \$28,109,19 for the corresponding period last year by favorable printing ar-rangements entered upon last fall, exocting economies in handling matter and cutting down exchanges.

#### COMMERCIAL RECEIPTS

Wrote \$8,514.78 in advertising; \$254.30 less than in 1915-16, or \$1,483.23 more than 1914-15. Secured gross subscription revenue of \$39,631.40, or \$895.84

more than the preceding year.

Secured 6,519 new subscriptions; or 525 more than precraing year.
Secured 986 restorations; or 80 less than preceding year.
Secured 9898 renewals; or 16 less than preceding year.
Altogether 16,489 subscriptions; or 421 more than preceding

Brought special groups of college subscriptions (used as sup-plementary tests in sociology, social science, economics, etc.) to a new level of 2,628; or 390 more than the preceding year.

#### ADMINISTRATION

Reorganized the business office under a new manager.

FINANCE AND MEMBERSHIP

Continued to hold our roster of \$10 cooperating subscribers to the thousand mark (total for the year 1,025 as against LOAI last year).

Registered 849 renewals of \$10 cooperating subscribers as against 734 last year.
Raised \$31,242 (all funds) for educational work (against \$29,012 the preceding year); \$9,846 from new sources.

Suffered reduction of, roughly, \$1,550 in grants.

Increased and decreased support in sums ranging from \$10 to \$1,500 as follows:

6 to \$1,000 contributions from \$200 to \$500 \$25 to \$100 \$10 96 " 14 00 1,041 " 1,025

Raised special fund of \$3,000 pledged onnually for support of Foreign Service Department.

Membership representing 42 states and 5 foreign countries.

#### THE SURVEY'S ORGANIZATION

SURVEY ASSOCIATES, INC., is a membership corporation, chartered November 4, 1912, without shares or stockholders, under the laws of the state of New York-

"to advance the cause of constructive philanthropy by the publication and circulation of books, pamphleis, and periodicals, and by conducting any investigations useful or necessary for the preparation thereof."

Annual Membership in Survey Associates is open to (a) Cooperating Subscribers of \$10 or more in any one year and (b) Survey Circulators. A cooperating subscription includes the \$3 subscription to the magazine, and creates no financial liability on the part of the contributor. Contributors of \$100 or more are eligible to life membership.

THE ANNUAL MEETING OF SURVEY ASSOCIATES is held the last Monday of October to elect officers and transact such other business as may come before the meeting. The directors are di-vided into three classes, whose terms run for three years. The voting is open to life members and to annual members.

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\*On leave of absence.

112 EAST 19TH STREET New York 2559 MICHIGAN AVE.

# A Year of Survey Associates

Comprising the annual report of the Survey to its members and a financial statement for the year past, together with some announcements and plans for the year to come.

## By Paul U. Kellogg

HE entry of the United States into the war has profoundly affected every reach of American social life and every social relationship. It has halted some nascent forms of philanthropic work; jeopardized not a few regular and needed activities; demanded that all function in new ways. At the same time it has thrown open wide ranges of vigorous patriotic service and, through recasting governmental and private relationships has introduced fresh urgency into half-achieved reforms and undertakings.

#### A CALENDAR OF OPPORTUNITIES

SO it is that, in the view of board and staff, the SURVEY has before it the opportunity of a generation:

TO HELP KEEP American social work and administration from being shelved.

TO HELP MAKE American social service count throughout a war for democracy.

TO HELP MAKE this service doubly effective in the time of negotiation, settlement, and reconstruction, and after that to make it parallel the spread of American investment in new fields of commercial and industrial enterprise.

In these new international activities, as in our municipal, state and national activities, the social movement will be needed not primarily as a mender and patcher of things, but as an affirmative force. And the SURVEY can be one of the most powerful channels through which this sweeping movement for reform expresses itself, because it has followed closely each step in social progress, because its criticism and suggestion are the compound of long experience, because it has always been a journal of constructive social thinking.

Already the SURVEY, as a cooperative undertaking, thoroughly representative of the American social movement both in its cleavages and in its agreements, has not only held intact in this decisive period of American history, but has proved its usefulness as guide and chronicle in the midst of the rapid changes and crystallizations of public opinion.

#### FIRST CONCERN OF THE SURVEY

F prime importance is the first item in the SURVEY'S calendar of opportunities-to help keep industrial, civic and social welfare in America from being impoverished by sluicing all money and energy into war activities. In the midst of the general preoccupation with the war, no less than in our period of neutrality, the momentum and increment of solid social progress are a special charge on the new world, removed as we are from the actual area of conflict. How the Survey has helped and can continue to help, may be illustrated by certain lines of development which have been carried out this year.

#### The Industry Department

IN THE industrial field, by means of special contributions covering traveling expenses, Mr. Fitch has engaged in a two

months' piece of field work which took him to the Pacific coast. In California he made an analysis of the proceedings in the Mooney trial, affording eastern people their first unbiased and authentic transcript of that labor issue; in Colorado he checked up developments in the Rockefeller coal fields since the great strike of 1913-1914, and endeavored to gauge how the Rockefeller plan of labor adjustment has panned out.

In the East, Mr. Fitch has made a study of the "new profession of handling men." To keep plants fully manned in many industries, new workers are hired every year in numbers equal to from 100 to 300 per cent of the number of employes on the payroll at any time given, and at a cost of from \$25 to \$100 per man. In the last few years employment managers' associations have sprung up in various cities, grounded in the belief that the employer should study the question of hiring and firing with the same degree of thoroughness that he studies other items in his business. After observing conditions in a number of typical factories, Mr. Fitch reviewed the methods of organizing these new employment departments and the results obtained. His investigation proves that not only does a more efficient system transfer hiring and firing from the foreman to a high class executive, comparable in responsibility to the superintendent of production, but directed as it is to making conditions satisfactory to the employes so that they will not leave, places welfare work on a democratic, mutuallyrespecting and business basis, instead of on a basis of paternalism. Furthermore, in a period of war, when the country is faced with a labor shortage, when industrial waste is a national embarrassment, and increased production a national asset, the spread of information as to this movement becomes of particular significance. Mr. Fitch's study, the first by a detached observer, is being circulated in reprint form.

In the Middle West Mr. Fitch visited a group of progressive industrial centers to find out what is being done to conserve the human factor in industry and at the same time to stimulate production. His gleanings, again given opportune emphasis by the war, will be published in the current volume of the SURVEY.

Still another feature of the industrial department of the SURVEY, bearing directly on the problems of industrial relations to the fore last fall in the railway controversy and to the fore this fall in the general unsettled labor situation, was a special number given up to discussion of the Canadian industrial disputes act. Here was presented the gist of Mr. Selekman's study, for the Russell Sage Foundation, of nine years' operations of the act, accompanied by criticism by Charles W. Eliot, John R. Commons, J. E. Williams, William O. Thompson, James O'Connell, James C. Watters, H. R. Towne, Harris Weinstock, and Elisha Lee.

#### The Health Department

BECAUSE state administration of health has been one of the weak links in public defense, it was taken as the major subject for study by Dr. Alice Hamilton and Gertrude Seymour, of

#### FINANCIAL STATEMENT Fiscal Year 1916-17

#### AS OF SEPTEMBER 30, 1917

(Detailed memoranda covering any points will be sent on application)

REVENUE	
COMMERCIAL RECEIPTS           Subscriptions         \$39,631.40           Advertising         8,514.78           Profits from Jobbing         356.37           Miscellaneous         189.84           \$48,697	2.39
CONTRIBUTIONS	2.00
Special: Industry Fund	0.00
Cooperating subscript'ns \$270.00 Larger contributions 2,735.00 Contributions under \$10 5.00 \$3,01	
	4.39 0.00 \$93,334.39
DISBURSEMENTS	
Manufacturing (including delivery)	
Advertising Department       7,260.39         Membership Department       1,856.75         Administration       9,869.81         Industry       4,637.10         Foreign Service       2,693.64	\$93,192.50
Surplus for year 1916-17	\$141.89
PROFIT AND LOSS ACCOUNT	
Surplus shown by general statement for fisca	l vear
1916-17	\$141.89 1,390.73
Surplus on October 1, 1917	\$1,532.62
DETAIL OF DISBURSEMENTS	
Salaries and wages	\$40,328.39
Stationery and office printing	5,329.88
Postage, including mailing of magazine  Traveling	5,900.08 2,333.93
Telephone and telegraph Composition, presswork and binding	787.62
Composition, presswork and binding	14,499.74
PaperIndex	384.55
Annual report	434.00
Engravings	1,233.52
Addressing	1,206.12
Illustrations	76.15
Correspondents	114.08
Expressage	34.46
Expressage	3,131.91 459.77
Sundry expenses	1,769.01
. Total	\$93,192.50

We have audited the accounts of SURVEY ASSOCIATES, INC., for the twelve months ended September 30, 1917, and certify that the above statement agrees with the books and is correct. (Signed) HARKINS & SELLS.

New York, Oct. 27, 1917. Certified Public Accountants.

the Survey staff. Through the courtesy of the American Medical Association, they had access to Dr. C. V. Chapin's critical study of state board work, but drew also on original material from forty-one state boards of health and on bulletins, regular and special, received during two years.

This inquiry showed public health work as a new profession, with its own special training as a first sentral. It demonstrated the urgent need everywhere for recognition by citizens of what their health officers are doing, trying to do, or should be trying to do. It paved the way, moreover, for intensive study of several types of health work in industrial and rural communities, and of such cooperation as that first accomplished in Massachusetts and soon imitated in Illinois and California, where small towns combine under a trained health officer.

All that the health department hoped to contribute through its studies of the public health movement toward this closer cooperation of social and official agencies has been done, and much more, since last April, by the very emergency which it was feared might overwhelm health activities. Said an officer now in the "civilian health zone" service: "Never in my experience have I seen such an interpenetration of interests in health service. The social and the scientific and the economic are at last one in this big undertaking."

The Survey holds a unique position relative to such circumstances. It is in touch with every center of activity and has the cooperation of leaders in every field. It has the remarkable opportunity of seeing the various new lines of work and getting first-hand and authoritative material showing developments from their true angle—that of social progress. This material needs no longer to be a plea for existence or support. There is no question today as to the worth of child conservation, sanitation of food sources, of cities, camps, industrial context, and the intervening rural districts as well. The urgency is to get the work done, done quickly, done well; and to secure a permanent establishment of what is of permanent value in the life of the country.

#### Departmental Needs

THIS summary of achievement in the industrial and health fields brings out what the SUREV is trying to do when it hitches its ambition to a group of departmental desks, not altogether different in conception from the "chairs" of universities. In other words, the SUREV staff concieve each year's work as demanding something more than current journalistic assignments something analogous to laboratory research.

Nor are we disposed to abandon this ambition because in the vicissitudes of these years a rounded development of our editorial work has been impossible in such fields as that of civics, in which the responsible editor, Mr. Taylor, has been on leave of absence in Russia, or in crime and education, to which Mr. Lane has been able to give but fragments of time.

There is considerable historical justification for linking the editorial handling of poverty and the economic cause of distress with the handling of case work as it enters not only into charity organization work, but into child welfare, into hospital social service, probation and the like, and we shall not be measuring up to cither our obligation or our opportunity until we have a responsible editor giving full time to matters affecting the relief and treatment of dependents.

The fact that we have during this current year successfully instituted a foreign service desk (of which more later) eacourages this hope for staff development.

#### The Managing Editor's Desk

ALL departmental affairs, whether in industry or health or in the foreign field, are merged into the main stream of jour-

#### FINANCIAL APPEAL

#### SURVEY ASSOCIATES. INC.

As a journal of constructive philanthropy, the SURVEY endeavors to get at the facts of social conditions and to put those facts before people in ways that will count. As an educational enterprise, with circulation not yet large enough, nor advertising yet sufficient, jointly to meet publication expenses, much less journalistic research, the Survey must look to contributions to make its larger work possible.

As an adventure in cooperative journalism, 1,021 contributors of \$10 or more made up the active membership last year of Survey Associates, Inc.

Today the need for effective support of such a journal as the Suavey is doubly imperative. Never has it been so necessary to understand the grave social and industrial issues which the war has brought to the fore; to keep alive the old forms of social service; to pool the experience and wisdom of leaders in social work; to arouse a spirit of social usefulness.

#### GENERAL APPEAL

To carry the Survey forward in 1917-18 we appeal for \$25,000 for our General Educational Fund,

#### COOPERATING SUBSCRIBERS (\$10 each)

During the past year, 1.021 readers enlisted as Cooperating subscribers to Survey Associates at \$10 each.

In order that the financial backing of the Survey may be on a sounder and fairer basis, we appeal for 1,500 \$10 cooperating subscriptions in 1917-18.

#### LARGER CONTRIBUTIONS

In these years of retrenchment we must look to those of larger means and equally constructive vision for the remainder of our General Fund. We appeal for \$10,000 in sums of \$25 to \$1,000.

#### ENDOWMENT FUND

Survey Associates, Inc., is in position to administer a short-term endowment fund, to be applied during this period of growth to our gen-eral work, or to certain well-defined lines of ac-tivity which would amply justify philanthropic investment.

(For audited financial statement, 1916-17, see page 192; for summary of year's work, page 190. Checks abould be drawn to Frank Tucker, treasurer, SURVEY ASSOCIATES, INC., 112 East 19 street, New York

#### SPECIAL APPEALS

#### SURVEY ASSOCIATES. INC.

#### INDUSTRY

This department, made possible on its present scale by special contributions, has passed the ex-perimental stage, and sets the standard toward which we hope to bring staff resources in the other major fields of social concern interpreted other major neits of social concern interpreted by the Sunvey. The standard must be maintained this year of all years, when such matters as labor adjustment, labor efficiency and labor content-ment are as important to the prosecution of the war as fighting-men and finances

#### THE FIELD

Beginning with incapacity and exploitation in the worka-day life, the upward trend in industrial conditional transportation of the control of the control of the labor legislation, collective bargaining, profet-sharing, and tory inspection, aslety, hygiene, scientific management, social invention and cooperation in industry.

#### We appeal for \$5,000 in 1017-18 HEALTH

That the health editor may continue to conduct first-hand investigations into health problems, an increased budget is needed for traveling expenses and for clerical assistance in handling the mass of incoming material.

We appeal for \$1,000 in 1017-18

#### FOREIGN SERVICE

A wide range of opportunity opens up in interpreting:

The work of relief and rehabilitation in Europe.
The administrative and legislative experiments attempts to the state of t

To carry out this program, \$3,000 has been pledged annually. This covers the salary of a special editor and the bare expenses of the department. It does not allow for adequate traveling expenses and clerical help. We appeal for an additional \$1,000

annually for three years.

#### CIVICS, EDUCATION AND CRIME

The coming year our treatment of the social aspects of these major fields is attempted by part-time adjustments of the headquarters staff. With time adjustments of the headquarters staff. special contributions, we should be in position to bring our work in each of these fields up toward the standard indicated above.

#### RELIEF AND LIVELIHOOD

Our purpose is to parallel the departmental work in industry, health and foreign service, with a similar equipment—full-time of a responsible editor-devoted to the experience, experiment, and investigation, in the oldest field of social concern covered by the SURVEY.

COVETED VIEW DUBLET.

Beginning with pauperism and poverty, the upward trend
in social economics including such subjects as relief, rebudgets, thrift, and cost of living, remedial loans, mutual
sid, social insurance against eickness, accident, invalidity,
we appeal for \$5,000 to develop this department.

nalistic work of the managing editor's office. During the year we have published a succession of opportune articles on current developments, either the results of quick staff inquiries, the free contribution of writings from leaders in social work. or the findings of original social investigations. Such were:

Winthrop D. Lane's review of the Strong report on the children's charities of New York.

President John H. Finley's interpretation of the work of the New York Military Training Commission. Dr. I. M. Rubinow's description of the spread of the health insur-

ance movement. John A. Fitch's analysis of the railroad labor controversy. Dean Hodge's appreciation of twenty-five years at South End House.

Robert A. Wood's account of the sweep of the prohibition cause. Graham Taylor's interpretation of the movement for unified muni-

cipal government in Chicago.

J. B. Gwin's report on Red Cross work for Mexican refugees at the border.

Winthrop D. Lane's review of Warden Osborne's administration at Sing Sing.

Norman Thomas's interpretation of the attitude of conscientious

objectors Dr. Herman Biggs' findings as to tuberculosis in France. Esther E. Baldwin's analysis of the European War Relief organizations in the United States.

Winthrop D. Lane's portrayal of the revolution in public charities in an American county, Westchester, under V. Everit Macy.

Amy Hewes' study of the Bridgeport munitions workers for the Russell Sage Foundation. Shelby M. Harrison's summary of the Springfield Survey.

John Ihlder's study of housing in the war boom powder town of

Hopewell.
Helen B. Pendleton's story of the migration of southern Negroes to the North

Attention-provoking and valuable as such features are, neither in investment of staff time nor in service to readers are they comparable with the week to week paragraphs of the Common Welfare, ranging from three inches to a page in length, in which are chronicled events and conditions in each subject field, so that the settlement worker, the charity visitor, the labor inspector, the health official, the socially minded physician, lawver, minister, citizen may keep in touch with each other and abreast of social progress the country over. Our western office at Chicago, and our Washington correspondent (in a year in which Congress has been almost continuously in session and the administrative departments of the government have embarked on war-time policies affecting every phase of the common life), are our two chief outside sources of information. They presage what the SURVEY should offer when it can maintain a system of news and comment which shall be truly national.

#### WAR-TIME SERVICE

BUT although the first obligation of the SURVEY is to in-terpret developments in American social work, it is impossible to maintain a narrow, insular outlook when every part and aspect of social work have been complicated by the war, when every social and industrial condition in America have been affected by the changed status of similar conditions abroad. Consequently the scope of the SURVEY has expanded. While the general bearings of the war and of military operations absorb the newspapers and general periodicals, the Survey has endeavored to play a constant stream of information and criticism on the war-time phases of social work and the social phases of war activities. We have the staff and cooperative relations with a score and more of the national social organizations which enable us to do this with almost no extra overhead expense. We need money for additional pages, for traveling expenses to enable us to gather dependable information at camp centers, in industrial districts and warswept areas.

#### Foreign Service Department

ONE of the chief means by which the SURVEY has been enabled to collect foreign material and to compare conditions of life and labor here and abroad, has been the establishment of a foreign service department. The purpose of such a department was outlined in last year's annual report. It was pointed out that the Survey had long wanted to pool foreign as well as domestic social experience, and that at a time when the war had snapped many international links which hitherto, if only here and there, had provided social workers with accurate knowledge of contemporaneous activities in their fields, the Survey should endeavor to forge one such link of communication. The entry of the United States into the war and its sharing in the resulting tremendous social consequences of the conflict, make such a work of translation a thousand fold more immediate and serviceable.

Three considerable gifts made it possible for us to announce the organization of the department in January. To complete the fund we conceived the idea of building up a group of fifty cooperating subscribers to this department among American Quakers, a body who are becoming more and more interested in industrial and social welfare. It has been the Friends who for three years, through their War Victims Relief Committee (supported jointly from England and America), have carried on that pioneer work of household rehabilitation in

the devasted regions of France which has blazed the way for the large scale program of the American Red Cross.

The SURVEY called to this new desk Bruno Lasker, recently on the staff of the Mayor's Unemployment Committee of the City of New York, who brought to his task the necessary technical equipment and wide acquaintance with men and measures abroad.

Under the new department, the needs of foreign war relief have been followed to the extent of giving current information on such urgent demands on American generosity as those of Belgium, Poland, Lithuania, Palestine, and Armenia. Foreign experience in the solution of, or failure to solve, industrial and educational problems arising out of war conditions has been analyzed in articles and news paragraphs dealing with the health of munitions workers, women's labor generally, the treatment of conscientious objectors, cooperative production, the teaching of cripples, the control of food distribution and of drink. The physical tasks of reconstruction in France and Belgium, especially the rebuilding of towns and cities, land settlement (not only of discharged soldiers) and realignments in social and industrial relationships have been discussed. Efforts made in the liberal countries to guard democratic institutions have been followed. Material has been collected bearing upon the claims to freedom and to social security of the smaller and subject nationalities whose interests may be overlooked at the time of peace unless sympathetically represented by socially minded people in the larger countries especially in the United States. There are in preparation a number of related studies of foreign plans now maturing for utilizing the demobilization of great armies to advance social reform.

#### Mobilization of Social Forces

THE foreign service department, however, has dealt but incidentally with America's relation to the war. This has been the concern of every editor on the staff wherever war has altered the problems with which he or she was dealing. Furthermore, at a meeting of the Survey's Board of Directors in mid-winter, the war-time service program, published on the opposite page, was adopted. The SURVEY also called together, early in April, the executives of a score of national agencies to tell of their plans, the special difficulties which the war threw upon them, and the way the SURVEY might help. The consensus of opinion was that in acting as a medium for the exchange of information and criticism, and for bringing rapidly before the whole body of social workers the programs formulated by these national bodies, the Survey had before it an opportunity for unique service such as has seldom come to an educational enterprise. Thus, while the SURVEY was one of the few channels through which those who had opposed America's entering the war could get a hearing, its staff and space were prompt to serve the mustering of social agencies in a national emergency.

In line with the above plans and recommendations, the SURVEY has continued to bring out material that has not only been interesting and instructive to its readers, but has been turned to use by other agencies. Such were:

#### A CANADIAN CITY IN WAR TIME

By Paul U. Kellogg.

1. The Patriotic Fund and the Women of Montreal, March 17.

2. Families of Soldiers Overseas, March 24.
3. Way-marks in Organized Giving, March 31.
4. The Bauleground for Wounded Men, April 7.
5. Recruiting and the Man-Power Inventory, April 21.

5. Recruiting and the Man-rower Inventory, April 21.
Going to the belligerent country nearest our own in location, character, and form of government, while the issue yet hung in the balance, the leadership and experience which Canada had to offer were so tremendously significant that later they became a distinctive feature of the National Conference of Social Work at Pittsburgh.

The first three of these articles were immediately sought by the American Red Cross as a reprint for all its chapters, three editions were run off, and a fourth was distributed in Canada by the Canadian Parriotic Fund. They inspired the New York School of Philanthropy to arrange a course for civilian relief workers. These lectures, by Porter R. Lee, as condensed by Karl de Schweinitz, appeared from week to week in the SURVEY under the title of The Task of Civilian War Relief. They were used as current texts in training courses and study groups in the following cities in May, training courses and study groups in the tollowing cities in May, June and July: Washington, D. C.; Augusta, Ga.; Chicago; Fort Dodge, Iowa; Lexington, Ky.; Boston; Kansas City, Mo.; Atlantic City, N. J., Newark, N. J.; Albamy, N. Y.; Auburn, N. Y.; New York city; Yonkers, N. Y.; Hamilton, O.; Erie, Pa.; Harrisburg, Pa.; Seranton, Pa.; Newport, R. I.; Milwaukee, Wis.; Philadelphia; Denver; Atlanta, Ga.; St. Louis, Mo. They have since been revised by Mr. Lec and brought out by the Red Cross as a text book for its comprehensive course of instruction for home service workers throughout the country.

Mr. Kellogg's presentation of the Canadian system of soldiers' pay, separation allowance and Patriotic Fund grants helped crystallize public sentiment in support of completely revamping the old military pay and pension system, inherited from Civil War days. Similarly the review of the work of the Canadian Military Hospitals Commission was turned to instant use in New York in formulating a state program of provision for recruits rejected by the examining physicians because of incipient tuberculosis. It also broached the whole problem of care and re-education of crippled soldiers.

TURNING OFF THE SPIGOT

By Elizabeth Tilton. 1. What Makes Men Stop Drinking? January 13.

2. What the Nations Drink. January 13.
3. What Grandfather and Father Thought About Drink

January 27. 4. The Early Prohibition Wave. January 27.

5. The Prohibition Wave-Better for Business and Better for Boys. February 10.

6. Is Beer the Cure for the Drink Evil? February 24.

7. The Casc Against Beer. February 24.
8. Prohibiting Distilled Liquors and Keeping Beer. February 24.
9. Do We Want the Gothenburg System? March 10.

Mrs. Tilton gave her time, the Survey put up the traveling expenses, and Prof. Irving Fisher, long a leader in the cause of scientific temperance legislation, collaborated in the revision of the manuscripts. These articles supplied what had long been searched for, an appraisal of the social consequences of prohibition in the South and Middle West. War made the liquor issue of tremendous national importance, both in its bearing on the food supply and on the national health and fitness. The articles were promptly reprinted in an edition of 25,000 copies by the American Issue Publishing Company to further the agitation before Congress, in which Professor Fisher and Mrs. Tilton were active factors, and which resulted in the passage in September of a war measure prohibiting the manu-

facture of distilled liquor.

WAR-TIME ECONOMY AND HOURS OF LABOR By Alice Hamilton, M. D.

The British official reports on the relation of hours of work to health and output in munitions were reviewed by Dr. Hamilton, a member of the Survey staff and the federal expert on occupational diseases. The fortnight war was declared, her points were made use of by the American Association for Labor Legislation and the National Consumers' League to stem the first stampeding towards a

general repeal of state factory laws. MAKING THE WAR SAFE FOR CHILDHOOD

By Winthrop D. Lane.

1. The Case for Conservation. August 4.

Schooling and Child Labor. August 4.
 Boys and Farms. August 4.

4. The Nation's Youngest. August 11.

5. Delinquency in War Time. August 25.

Mr. Lane's first-hand enquiry into the earlier English experience with war-time child labor and the schools (a breakdown which has aince led, because of its serious social consequences, to a general re-vival of concern for public education in England) was promptly drawn on by the National Child Labor Committee in Jaunching its program of war-time protection for American children.

SOCIAL FORCES IN WAR TIME By Edward T. Devine.

At the National Conference of Social Work in Pittsburgh, the center of interest lay in the program of an emergent committee on social problems of the war, of which an associate editor of the Suzury, Edward T. Devine, director of the New York School of Philanthropy, was chairman.

Mr. Devine practically expanded this session into an all summer's seminar, by reopening his characteristic department of Social Forces as a weekly feature of the Survey. In this he took up such current developments as the reorganization of the Red Cross, the morals of

#### THE SURVEY'S WAR-TIME SERVICE PROGRAM

TO INTERPRET social work and needs in the fields to which it is historically committed and which will have small

attention in the general press.

TO INTERPRET the application of social technique and leadership to the civil activities paralleling military operations—such as relief and Red Cross work, the recreation commission, the medical and vocational work for invalided soldiers, the emergent social problems of garrison cities and a great number of other forms of emergent public service.
TO INTERPRET the movements for social control over

food supplies, the encouragement of thrift and the conservation of wealth, all tending to maintain social fitness in the general civil population during the period of stress, and to free it from an overwhelming load of debt which will mortgage the social welfare of the future.

TO INTERPRET the efforts to conserve health and effi-

ciency by maintaining labor standards and education.

TO INTERPRET the work of settlements and other agencies to promote social fellowship, reduce racial animosities and hatred, advance national cohesion among our immigrant population, and prevent the breakdown of tolerance

d personal liberty essential to normal democratic life. TO INTERPRET the social aspects of movements towards enduring peace and an international fabric which will prevent the recurrence of the miseries of war and make the world safe for democracy and secure for social progress.

TO INTERPRET the social undertakings of war relief.

reconstruction and settlement, and the advances and experience in administration and legislation worked out under pressure of the war here and abroad.

soldiers and civilians as affected by the war, pensions and separation allowances, the social treatment of resident aliens and of war prisoners, the conservation of labor, thrift and economy, the food question, conscription, and war prohibition. The series began in early June, and continued to mid-August, when Mr. Devine was made chief of the Bureau of Refugees and Relief under the American Red Cross in France, charged with responsibility for making American funds and energy count in aiding France to care for a million and a half homeless folk.

#### Another Angle of Survey Service

THIS mention of the honor and trust conferred upon Mr. Devine, leads to a fuller statement of the extent to which the government has drawn upon SURVEY personnel, and of the unselfishness and devotion with which our group has responded.

Thus, three members of our Board of Directors are members of the executive committee of the American Red Cross which, once war was declared, automatically changed from a private agency to a semi-official arm of the federal government. Two members of our National Council are members of the new Red Cross War Council, another its commissioner for Belgium, a contributing editor a member of its Commission to Rumania's, a former contributing editor and long-time associate, the director of the Department of Civil Affairs under the Red Cross commissioner to Europe. Still another member of our National Council is chairman of the Rockefeller Tuberculosis Commission which is embarking on a long-range educational campaign in France unmatched in the history of public health. Two more are serving in the army, one as a physician at a base hospital in France and the other as an engineer assigned to the construction of one of the large cantonments.

At home, also, the government called one member of our National Council to membership on the Advisory Commission of the Council of National Defense, and one of our Board of Directors to membership on an advisory committee under the auspices of the council. Another member of the board was asked to draft the progressive system of family aid, compensation for death and injury and insurance, for the armed forces of the United States. A contributing editor has been placed by the War Department on the important committee charged with safeguarding the standards of working conditions in government contract work.

Several members of our Board of Directors and National Council were active participants in formulating the tidal sentiment for America's joining forces with the allies. Two were active in constructive peace movements at a time when such espousal meant extraordinary personal courage, risk of misconception and jeopardy of work into which they had put their lives. Four members of the board have made outstanding contributions to the new and vigorous literature of internationalism which concerns itself with the problems of enduring peace, of the liberation of oppressed peoples, and of a fabric of security and justice such as shall not only free the world for democracy, but free it for a renaissance of social well-being.

What is true of the SURVEY'S board and council, is, of course, true of the general ranks of social work. Yet to have held the SURVEY group together, and to have carried conviction in spite of conflicting opinions and activities, has itself been no mean achievement and is an augury for the coherence and liberalism of the social movement of the future.

The editor of the SURVEY, as this report is issued, is likewise in France assisting in organizing means for interpreting the unprecedented work of the Red Cross to the American soldiers in France, to the French people and to the American public at home. His time is a contribution by the SURVEY to the Red Cross, and his responsibility to the Red Cross will not interfere with his status as observer in preparing a series of articles outlining the great phases of the work entered upon. This undertaking should be followed in much the same way that the engineering journals followed the building of the Panama Canal. It is the most signal illustration of the second great opportunity set down at the outset of this statement as something in which the SURVEY may share; namely to help make American social work count in the midst of a war for democracy-by applying its technique and organized resources so as to lift the participation of the United States to the least socially destructive level, and so as to set going the processes of salvage and reconstruction.

#### THE GOAL AHEAD

THERE remains to refer briefly to the third opportunity before the SURWEY—To help make American social work count in the time of negotiation, settlement and reconstruction, so that the human preciousness of democracy may be treasured here and abroad. Again, we are indebted to Mr. Devine for the most considerable contribution of the twelve months, his series of articles on Ourselves and Europe, in which he summed up impressions of a year ago when traveling through Russia, Germany and other countries. Throughout the year, too, we have brought out distinctive material on the social factors entering into international relations, from the remarkable state papers of President Wilson to the terms of peace proposed by the Italian Socialists.

It was at the suggestions of a member of the staff of the SURWEY that the Academy of Political Science in the City of New York, held its three days' conference at Long Beach in May. The conference was opened by former Justice Hughes and was attended by a remarkable company of university men, social workers, journalists, lawyers and labor leaders. In a sense it staked off the claim of the lay public to a pro-

found concern in the formulation of foreign policy—the claim of just such social groups and forces as, cumulatively, have made themselves felt for the public interest and for social progress in municipal, state and national life.

#### EDITORIAL STEWARDSHIP

THESE functions of chronicling, investigating, and interpreting have been emphasized in building up the SURVEY in the last five years, and with them the equally clear function of offering a meeting place where social workers and thinkers may make serious contributions from various points of view. These educational functions have consciously been given right of way over another element; an independent editorial column, necessary to any journal worthy of the name. The editor has been less interested in using the SURVEY as a pulpit than in making it a forum for the most vigorous and searching thought of men and women who have given their lives to the service of their fellows.

Survey Associates has never accepted gifts to its educational funds on the basis of positions taken in contributed articles or editorials. Such a procedure would either turn the SURVEY into a propaganda journal or leave it straddling all the fences around the lot. Rather, in this period of development, by emphasizing and setting off clearly those educational functions on which staff, council, and cooperative membership may reasonably be expected to achieve a common basis both for service and support, we have essayed the difficult task of projecting a cooperative journal in a field where a dozen controversial questions are always to the fore and where new questions arise on which it is foolhardy to expect agreement even among those most directly concerned in the management.

The relation of these educational duties, for which we have consistently sought backing, to editorial management and freedom were discussed in last year's annual statement by the editor, which concluded:

"If our news treatment is even-handed; if in our field work we set standards of investigation and interpretation which, while not ignoring the personal equation, command confidence; if our columns are open to both sides on germane issues, then we have a formula, and the only one which could possibly enable the editors of the SURVEY, with intellectual honesty, to cover a dozen fields of social concern in which students hold conflicting beliefs and hold them strongly. That was propress lies."

This formula has withstood the strain of many critical domestic situations; it has weathered the tension of two war years, and it successfully met the most acute test of all last winter when the issue of war and peace hung in the balance and when social workers and thinkers, in common with every other group in society, and from the very deepest reaches of feeling and belief, broke with each other on the social justification of America's entry into the war.

It has been on the clear understanding of such principles of scope, treatment, and stewardship that we have enlisted and conserved the contributions of time, money, writings and labor which have made the SURVEY not only possible, but a living enterprise. They have carried conviction through periods of stress and have cleared away misunderstanding. They are bone and sinew of our functioning as a free press for the constructive social work and movements of our country.

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# Book Reviews

THE TOWN LABOURER 1760-1832 By J. L. Hammond and Barbara Ham-mond. Longmans & Co. 346 pp. Price \$3.50; by mail of the Survey \$3.70.

ECONOMIC DEVELOPMENT OF MODERN EUROPA By Frederic Austin Ogg. Macmillan Com-pany. 657 pp. Price \$2.50; by mail of the SURVEY \$2.70.

The Industrial Revolution 

The book of Mr. came to us with strong recommendations from two eminent British sociologists, and our expectation was corexpectation respondingly bigh. It was not disappointed. Though the writing trial history in Eng-land has in recent

land has in recent to a very bigh point of literary accomplishment combined with careful use of original sources and sound interpretation by such writers as Gibbert Stater, the Webbs, and others, there has been no similar publication so vividily describing this vital period of change.

The seventy-three years covered by this study, beginning with the accession of George III and ending with the enactment of the reform bill, represent, perbaps, the widest deviation of a great civilized community from common sense and the most serious addiction to abstract theories which has the least glorious period in English bistory, and this in spite of the fact that the political and social thinkers of the time imagined the nation had entered an era of unexampled liberty, progress and prosperity.

The abandonment of large masses of the population who had previously lived a per-fectly innocent and independent, if frugal, existence to an economic exploitation which no slave-owner in bis own interest would permit himself for a month, and to a helplessness before the law which stood in glaring contrast to the libertarian philosophy of the time, cannot be understood unless all the factors are known which brought about this rapid deterioration of the common

weal. Such knowledge the authors give with rare skill by substituting for a strictly chronolog-ical narrative a series of closely connected chapters dealing with the etlology of the social disease; the introduction of machine production and the new industrial disci-pline and living conditions which it brought about, the economic condition and, perhaps, about, the economic condition and, perhaps, most important because most lacking in pre-vious histories of the period, the psychol-ogy of the rich and of the poor, of the gov-erning classes and of the governed, their religious and political as well as their economic creeds.

As the modern museum tries to exhibit the fauna in its natural environment, thereby greatly enriching popular knowledge of animal life, so this close association of all the important elements in the picture of the time greatly helps our understand-

When from the chapters on child labor or the fight against trade unions we derive

the conviction that in spite of all the bad conditions which remain to be remedied, such cruelties are today no longer possible in a moderately civilized state, we have only to read some of the others to become equally conscious of the fact that the conditions which made for that cruelty might well be reproduced unless state and social policy be constantly subjected to the cri-terion of common sense. For, the masters of the period and the educated classes genof the period and the educated classes gen-erally, were by no means inhuman. On the contrary, sentiments of human liberty and progress were, perhaps, never before voiced more widely or more sincerely. It was the time of deep sympathy in Eng-land with the struggles of small nations and

of rather romantic notions about backward races. Sympathy for the oppressed at home was deliberately suppressed. Thousands of good and even noble people, often entirely disinterested financially, saw no alternative to the new methods and conditions of in-dustry than the old life of "inefficiency" and personal irresponsibility.

Their ideas concerning the good of the race and of the nation were derived from abstractions which lesser men in politics and industry made of the economic discoveries of Adam Smith, of Hume, of Malthus and of others. It required men of the type of Dickens, a generation later, brought up among realities and sufficiently far removed from the promising origin of these soul-killing theories, men who trusted their sympathies rather than their reason, to break down the barriers which the new science of political economy bad erected against natural feeling.

Does not the same tendency to theorize from practical experience marked the industrial revolution of England threaten in different forms and in different degrees all time and all nations? Do we not today see it expressed, for instance, in some of the more obvious aberrations of socalled scientific management and, most pronounced, perhaps, in the Prussian formula of the bureaucratic state?

The only way to guard against it is to retain a constant and conscious relationship between the different classes and races em-braced in the commonwealth, and to create a sense of citizenship in which the lowliest stand on an equal level with the strongest de facto as well as de jure. This history also teaches the need for a continuous teaching among all classes of the regard for per-sonality. Without it, the new socialistic orientation of industry which must inevitably follow the present war may again create an illusion of political democracy in a plutocracy not very different from that of the period under review.

In almost every chapter of Mr. and Mrs. Hammond's work are lessons for our time. Only a few of them can here be alluded to. The attitude towards "the poor, stance, was in many respects similar to that yet taken in this country towards the Negro:

"They were to have just so much in-struction as would make them more useful workpeople; to be trained, in Hannah More's phrase, 'in habits of industry and piety.' Thus not only the towns they lived in, the hours they worked, the wages they received, but also the schools in which some of their children were taught their letters, stamped them as a subject population; existing merely for the service and profit of other classes."

The procedure in the case of strikes often seems to have resembled that now frequently in vogue to meet the real or imagined dan-ger of the I. W. W .:

"The magistrates and their clerks recognized no limit to their power over the free dom and the movements of working men. The vagrancy laws seemed to supersede the entire charter of an Englishman's liberties. entire charter of an Englishman's libertues. They were used to put into prison any man or woman of the working class who seemed to the magistrates an inconvenient or disturbing character. . . One method was to arrest a number of men and then try to

make them compromise each other."
"Unfeeling Tyrants!" says a public manifesto of the mule spinners in 1818, "when we refuse to work and starve, you say we are conspiring against the Government, charge us with sedition, send for soldiers to coerce us and, in the Green Bag stile, assure the Governors we are plotting against them '

These quotations may suffice to explain the great practical value of this bistorical study for a proper understanding of present social phenomena and for an appreciation of dangers to social stability and economic progress which, in a different guise, are but too familiar to us today. We are glad to add that the authors promise a second vol-ume which will record in greater detail the history of the town laborer in a number of industries and give a full account of the Luddite disturbances.

PROFESSOR OGG'S Economic Develop-PROFESSOR OGG'S Economic Develop-ment of Modern Europe is bere linked to the volume just discussed, although it covers a much longer period because, in a sense, the transformation of Europe from a medieval to a modern industrial social organization forms its central theme. As in his previous volumes, The Governments of Europe and Social Progress in Contemporary Europe, the author is concerned with all western Europe, with occasional excur-sions beyond Prussia and Austria, but gives prominence to English experience which is of greater significance for American devel-opments than that of any other European

For the same reason, he also assigns more space to the more recent economic history than to that of the first three centuries of the modern epoch. The importance given to social insurance, which is dealt with in two chapters as the latest development in socialized national economy, would seem somewhat exaggerated in the general historical setting, especially if account be taken of the meager treatment accorded to such matters as the more recent movements in taxstion (other than tariff legislation) and the financing of public enterprise.

Naturally more conservative in statement than the book of Mr. and Mrs. Hammond. this volume forms an admirable companion to it, satisfying both the need for a knowledge of the economic and social history pre-ceding the period covered by them and the curiosity of the uninitiated reader who wants to know "what happened next?" It will be equally serviceable to illuminate more deperiod which it covers.

In many of the historical instances which this volume also brings surprisit gives, ingly telling lessons for our own time. To give just one example, it tells us that a healthy country life after the Seven Years' War enabled England easily to absorb more than a hundred thousand soldiers thrown upon the country for employment and sustenance, whereas after most of the wars following the deterioration of country life by the enclosure acts, and notably after the Boer War, the ex-soldier, as everyone knows, created a serious social problem.

The bibliographical references accompanying each chapter are without serious omission and most useful to the student. The judgment exercised in selection and in the discussion of controversial subjects throughout the book is admirable.

BRUNG LASKER.

PUTNAM'S HANDBOOK OF UNIVERSAL HISTORY G. P. Putnam Sons. 423 pp. Price \$2.60; by mail of the Survey \$2.72.

So excellent is this handbook that one experiences keen regret that it is not better. For a book which exists especially to correlate with the important dates of tory those of social significance, should not, for instance, have omitted any reference to the first factory act, that of 1802 in Great Britain. Ryland thought it worth while twenty-six years ago to include that date in his outlines, though his purpose was primarily literary.

The present handbook pays enough atten-tion also to matters of science and of art to have noticed that annus mirabilis, 1809, which saw the birth of Tennyson, Darwin,

Wagner, Mrs. Browning, to mention only a few of the galaxy. But withal, here is a large frame-work in which the student of affairs may study the setting of many of the world's great events. Should records of some of his favorite occasions prove to be missing, he may insert them himself, finding in the doing a further stimulus to attentive study. stimulus to attentive study. For its 171-and make-up, and its highly interesting charts, the book deserves all praise. G. S.

THE PROBLEM OF HUMAN PEACE
By Malcolm Quin. E. P. Dutton and Company. 275 pp. Price \$5; by mail of the SURVEY, \$3.20.



In the flood of books about this war, and tion of war, this volnme stands out as having a definite and distinctive content. It is not intended to show why we had this war or how it should be ended in the interest of world peace. It is a discussion of the

fundamental questions involved in war itself and the bases of a universal and permanent peace. The author is certain that Roman Catholicism "scien-tifically understood and completed," that is, thealty understood and comprete, then a Catholicism recognizing and accepting gladly "the movement of the human mind, unified and universal, and not to be arrested," is the true and sole basis for that 'human peace" which he considers an indispensable "good" for human welfare and progress. In the course of his argument he arraigns war as "an illimitable evil," a "form of waste and dissipation;" but on the principle that "the end justifies the means," to be righteously engaged in if "human good" necessary for the progress of the race can be procured in no other way.

He seeks to prove that in this and future ages war has become unnecessary, for the reason that the "master evils of life, sin, hatred, disease, ugliness, ignorance, penury," cannot be decreased, but are rather increased by war. Conversely he seeks to show that "goodness, health, beauty, knowledge and material sufficiency," as a basis for these, are the chief "human good" and cannot be in-creased by war. Hence, since the modern life depends for its success and progress upon the universal sharing of a "vast body of positive science," upon "world-wide and complex cooperation in the industrial world," upon the "rising of the mass of workers ever higher in consciousness and aims of life" nigher the consciousness and aims of life and upon all nations and races of mankind securing "a more intimate and organic re-lationship," all aims advanced by a human peace, "war is a social miscarriage."

The author makes no claim for world leadership toward a "human peace" for "traditional Catholicism." Indeed he declares that it and the Christianity of which it is a part "has worked out its own metaphysic" until it "has become exclusively the re-ligion of the next world" and the "missionligion of the next world and the mission-aries of the western world are now pro-posing to the East a religion which has ceased to be the religion of the western world." He believes, however, that it is possible to add scientific content to the "doctrine, worship, institutions, including the papacy" of the Roman Catholic church in such fashion that its inclusive system of faith and morals may become synonymous with a "many-sided, positive, human per-fection, individual and social, symbolized and inspired by the transcendent Perfection or Divinity of Christ."

Something like this is involved in the effort of Protestantism to universalize its message and reduce its sectarian divisions in the Federation of Churches of Christ. And the rederation of Churches of Christ. And the words "cosmic idealism," and "religion of a perfected humanity," and many other phrases, used by those who do not look to any form of historic Christianity for the future leadership of the race, may be held to contain a content of universal aspiration and ethical achievement so similar to the author's "scientific Catholicism" as to deprive his formula of exclusive significance. All, however, who have studied deeply the real causes and cure of war may well accept his statement that "the peace of the earth must come, if it is ever to come, from the peace of the directing human soul illum-ned by its conception of the Perfect Good." The book should be read by thoughtful students of religious and social movements as an indication of "modernism" inside as well as outside the Roman church.

IS CIVILIZATION A DISEASE?

By Stanton Coit. Houghton Mifflin Com-pany. 136 pp. Price \$1: by mail of the SURVEY \$1.06.

ANNA GARLIN SPENCER.

The magnitude of the practical tasks which call for immediate application makes us impatient just now with the chatter on progress, civilization and what not, that normally blows over the land like a gentle and soporific breeze. A man who would enthuse us over some new discovery or some new thought has to be quick about his business and express himself with the utmost

lucidity, or he will find no listeners at all.

Dr. Coit, in this essay, provides a stupendous idea in tabloid form. In brief, having discovered that the era of civilization is nearing its close—a "mere musbroom is nearing its close-a "mere musbroom growth," it is true, embracing at most onetenth of the career of man-he asks what next, and he finds the answer in the forecast of a stage essentially different from that through which we have passed these last

ten thousand years.

The remedy for the disease of civilization according to Dr. Coit, is not that proposed by Edward Carpenter and other advocates of the return to nature. Having become self conscious, man cannot return to a primitive state. Nor can we flatter ourselves that civilization is its own remedy and that all we have to do is to eradicate the remnants of barbarism. On the contrary, the new era requires an entirely different structural prin-ciple of social integration. "The world-war is perhaps best understood when it is looked upon as a struggle of civilization against its

In other words, this globe is really getting too small for it. Foreign trade as a process of private competitive pursuit must give way to world-organization of supply and distri-bution. All the new inventions are in the direction of emancipating those held in oppression by a social structure which is essentially monopolistic and based on artificial divisions of mankind. The new control over nature embraces control also over human propagation, not by government but by social agreement. East and West at last meet on a operations. See any way are as a more on a footing of equality, and the new contact of contrasting types of culture quickens intellectual and spiritual life. Religious passion for union supersedes international, industrial and doctrinal strife.

"Surely when man has gained centrality of health, he will worship the unifying will which is dominant whenever health prevails. He will adore the spirit which makes the many one."

RETIMO LASTER

COMMUNITY: A SOCIOLOGICAL STUDY By R. M. Maciver. The Macmillan Company, 437 pp. Price \$3.75; by mail of the Survey \$4.



By one of those curious coincidences which really do happen, when the book, Community, arrived for review, it was placed next to the City Worker's World, by Mrs. Simkhovitch [the SURVEY for July 28, page 367]. more happy combina-tion could have been made. Mr. Maciver

gives an extremely valuable, though somewhat abstract, analysis of the world we live in. Mrs. Simkhovitch makes no pretension to recondite theories; she simply tries to show us some of the variety and color of The two books should certainly be read together. One has the hum and interest of the streets and the tenements; the other, too much of the atmosphere of a college library.

Mr. Maciver has essayed an unusually difficult and comprehensive task. book which is thoroughly original and defi-nitely breaks new ground. We have had nitely breaks new ground. We have had theories of the state before, but few writers have given us such an examination of the various forms of association and the relation of personality to them. We needed this book badly. Of the thousands who lightly talk about "national reconstruction," how many question the issues involved? This book provides a real preparation for the

It was inevitable that, in endeavoring to give us a comprehensive view of so great a subject as this of Community, there would subject as this or Community, there would be over-emphasis in some parts and under-emphasis in others. Surely, we do not need page after page to prove that man is in-fluenced by his environment. In several places we have a detailed over-elaboration of many obvious statements; in yet others, we could have wished for a more generous treatment of the theme. The relation of treatment of the theme. The relation of voluntary associations to the state, is one topic that might well have been extended.

What would Mr. Maciver say to the recent development of power by the trades unions of Great Britain, who no longer seem willing to submit to national authority, even in the midst of a desperate war? National guilds may yet prove a serious menace to the integrity of the state. Our author is 202

usually quite convincing, but he has a severe task when he tries to demonstrate that the modern sub-division of labor serves tha modern sub-division of labor serves tha development of personality. While he urges us to "remember that the engineer often loves the engine which drives his ship, but no ancient galley-rower ever loved his oar," would it not have been a truer analogy to enquire how much affection there is between

the stoker and his shovel? Not the least valuable part of Mr. Maciver's study, is his discussion of psychologi-cal problems. It is to be hoped that as a consequence, we shall hear less nonsense in the future about "social psychology," though one might have wished that our author's handling of the psychology of personality had been vitalized and illuminated by some of Mrs. Simkhovitch's experiences.

Mr. Maciver has, nevertheless, rendered us a great service. He is clear in his defi-nition, precise in his distinctions, lucid in his analysis, and has made us all his debtors for the way in which he has performed a difficult task.

A H RUBNETT

EXCESS CONDEMNATION

By Robert Eugene Cushman. D. Appleton & Company. 323 pp. Price \$2; by mail of the SURVEY \$2.15.

There are three reasons for the practice of excess condemnation: to solve the problem of remnants of land after an improvement, for the protection of the public im-provements, and for recoupment or profit. The author advises the use of excess condemnation for the first two purposes, holding that they are important public purposes and warrant considerable expense. He advises against the practice for recoupment or profit alone, but holds that recoupment or profit may be worked out in connection with either of the other purposes.

Besides the very painstaking discussion of the three purposes mentioned, the theory, the financial gains and risks, the administration and the constitutional aspects of excess condemnation are helpfully presented. With its historical and illustrative material and general citation of cases the book will prove helpful to all students of the subject.

It will hardly solve the problem of municipal improvements, however, to take extra land to avoid irregular jogs and niches, or to protect improvements if it has to be done at an additional expense to the taxpayers. The slow movement of our cities towards fundamental improvements is primarily because of the expense involved. The volume by many be considered lacking in its handling of this. inexpedient to take all the new values creby an improvement and that anyway it is difficult to appraise them. Some im-provements add values throughout a wide area, even throughout the entire city.

This problem can be effectively and helpfully solved by taxing city property, espe-cially land, on its value for use. This is the value as which it is held and upon this is should be taxed. The author says that "from the standpoint of pure theory the city is entitled to the whole amount of such in-crease." Why not take it, wherever found, and make improvements pay their way? By so doing all necessary improvements may so doing all necessary improvements may be made, and money will always be avail-able for the purpose. This principle, es-sentially that of land values taxation, will solve many problems where excess con-demnation may not be applied, as where a sewer is constructed, or any similar improvement is made.

The volume is a valuable addition, nevertheless, to the literature on municipal problems.

EDWARD T. HARTMAN.

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SOCIAL PROBLEMS IN PORTO RICO

By Fred K. Fleagle. D. C. Heath & Company. 139 pp. Price \$1, postpaid.



Porto Rico, an island of but 3,500 square miles area, with a population the average density of which is ten times that of the United States, and with an increase of dirths over deaths about double that of the United States, and with its wealth held by less than 15 per

cent of the population, presents social prolems that demand the serious interest of all Americans. "The pearl of the Antilles" has now been under the American flag for nearly twenty years. During this time it has attracted and charmed many tourists, has attracted and charmed many courses, yet very few among us have any clear ideas about the people, the customs and the problems of this new possession of ours. Life is not hard in the tropics, but powerty may more than offset this advantage;

thus, there is a per capita wealth of \$1,123 in the United States: in Porto Rico this is but \$182, and much less evenly distributed. "It has been estimated," says Fleagle, "that the wealth of the Island is in the hands of about 15 per cent of the population, and that the remaining 85 per cent are practically dependent upon uncertain labor and wage conditions for their maintenance." In addition, these people must contend with ignorance, debility and poverty, and have not the support of a "great middle class of financially independent farmers which constitutes the strength of the United States and

more prosperous European countries." Dean Fleagle has been in charge of the Normal School and the University of Porto Rico for the past ten years. Always keenly interested in social problems, his position has given him unusual opportunitles for has given him unusual opportunities for study and investigation. Naturally he looks to the schools to help solve the difficult problems that he presents. "The school must do its share in the teaching of small farm and garden farming, and the government should assume the responsibility for fostering the increase of the number of small farms as well as for assisting in the educational work to improve the methods of cultivation."

Social Problems in Porto Rico is short and to the point, almost to the extent of being dogmatic. It is well worth reading. S. B. GRUBBS, M. D.

INTRODUCTION TO SOCIOLOGY

By Emory S. Bogardus, Ph. D.; University of Southern California Press. 343 pp. Price \$1.50, postpaid.

This textbook grew out of the author's syllabus, An Introduction to the Social Sciences, and is intended to supplement specialized studies for professional preparation in law, medicine, engineering, etc. Without some such correlating course of study, the modern college is apt to turn out a great variety of good specialists but no good citizens

Professor Bogardus believes that sociological study should always be as concrete as possible, relating to actual experiences movements rather than refining classification to an extreme accuracy. Thus he suggests that every student be "asked to subscribe to such a magazine as the SURVEY. in which regular assignments for class discussions may be made. The magazine will assist the student in keeping alive to present-day social changes. An occasional debate may be arranged for four or six members

of the class on an apropos topic.

In a longer review, we should take excep tion to a few of the definitions contained in this volume and, in several cases, to the arrangement and presentation of the subject matter. Let it suffice here to state that the author does not, perhaps, distinguish clearly enough between the sociological and the social points of view. While the latter is concerned exclusively with the welfare of society, the former is concerned primarily with scientific inquiry; its subject matter is society, and what distinguishes it from a study of the social aspects of medicine and law is its synthetic quality.

POLITICAL IDEALS

By Bertrand Russell. New York Century Co. 172 pp. Price \$1.00; by mail of the Survey \$1.06.

In simple language, the five essays contained in this slim volume give the author's political credo, more fully developed in Why Men Fight. He avoids argument on the issues of the present war and says little with which its most ardent supporter cannot agree -provided he be a democrat and seek for a better economic and political system than

the one under which we live.

The emphasis is laid on the old, yet ever present strife between the creative and the possessive impulses in man, the former implying reverence for others and respect for the possibilities of self-development, the latter the builder of institutions and conventions which discourage individuality and hamper progress. He does not deny the value of organization on a vast scale, but shows that it must inevitably thrust power into the hands of the few and render the many without initiative, unless the govern-ment of every organization is genuinely democratic.

The reconciliation of liberty with government to him is the chief problem in economic and political relationships which must be solved before the world can be made safe and at the same time open to every form of human advancement. In statecraft, "democracy is not at all an adequate device unless it is accompanied by a very great amount of devolution." A good economic system will not only provide security against destitution or make possi-ble the largest industrial output or give distributive justice; it will do all these things, and in addition it will liberate the

Creative pulse.
Political Ideals will help the reader who sees all the ruin wrought by capitalism and the possessive motive in world politics, and yet is prevented by fear of the "servile state" from embracing the doctrines of socialism. It gives no new political system, no visionary scheme of revolutionary change, but formulates the philosophic basis for a program of immediate and consecutive re-

CODE OF ORDINANCES OF THE CITY OF NEW YORK (annotated, 1917)

By Arthur F. Cosby. Banks Law Pab-lishing Company. 568 pp. Price, \$3.50, postpa

This little reference volume gives the ordinances of New York as they are revised to the close of 1916, appotating them chiefly by references to the charter of Greater New York or to court decisions relative to the matter of a particular section. Its prac-tical value is enhanced by all the charm that India paper, good type, limp leather binding and a convenient format can bestow.



### INTER-ALLIED CONFERENCE ON CRIPPLES

A LL the allied governments with the Acception of Japan and Italy were represented at the second reunion of the permanent inter-allied committee on the re-education of war cripples recently held in London. Major Robert Osgood, U. S. Medical Reserve Corps, and Grace S. Harper, chief of the Bureau for Reeducation of Mutiles of the American Red Cross, were the official American delegates.

In addition to a number of public functions, the committee held two private sessions at which it was decided to call a general conference to be held in London next May (the first conference, held in Paris last May, was reviewed in the SURVEY for September 29), and to work for the immediate establishment of an inter-allied institute in Paris. This institute, for the maintenance of which the various governments will be asked to make appropriations, will centralize information on work done in the different countries and distribute it by means of a periodical bulletin. A museum for exhibition of apparatus and work done by re-educated soldiers and a comprehensive library are also planned for.

Among the institutions visited by the committee were hospitals, training schools and industrial establishments. At Brighton they saw disabled soldiers working on diamond cutting and polishing. This is a new industry for war cripples, and a factory for their accommodation is under construction. In the case of poultry-raising, soldiers' wives are given a course likewise, so as to make possible a suitable division of labor in the home.

The following brief sketch is given the SURVEY by Miss Harper of the stages through which the disabled English soldier passes on his return to civil life. It will be seen that in certain points the system differs from the Canadian described by Douglas C. McMurtrie in the SURVEY for November 3:

After receiving treatment, medical or surgical, in the military hospitals, he is evac-

usted to an orthopedic center, where he receives reparative surgical treatment if necessary, also physiotherapy and what is termed "curative" work. When ready for discharge, if in need of artificial limbs, be is sent to Rochampton or to another similar institution where limbs are manufactured and adjusted and where he is taught to walk.

During this period of waiting for fattings, etc., technical trisining is given in well-caujuped workshops. Instructors are supplied here, whereas in the "curative" shops teaching is left to the chance of finding a disabled man with knowledge of the trade among the patients themselves.

Before discharge from the army, each man panes a medical examination, and his pension in determined on the basis of degree of disability. If further surgical or medical treatment is necessary, arrangements for this are made in the locality where the man lives, are made in the locality where the man lives, due to by one-half. Before discharge, all date concerning him are forwarded to a local committee in the district from which he comes. This committee at once takes up the question of his industrial re-education and employment. When a pension does not militee sends reasons for recommending a change to the Ministry of Pensions.

Arrangements are made for professional re-education either in factories, workshops or technical schools. If unable to live at home while undergoing training, the pensioned is allowed lodging and maintenance. The local committees find employment when training is completed. They function under a general supervisory committee, which is now a part of the pensions ministry. All its voluntary; they are composed of representatives of labor, industrial concerns, the medical profession and others.

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# LEARNING BY EARNING IN THE STREET TRADES

HICAGO has been finding out something about the mysterious merchants of her curb stones, her boys in street trades. Though these urchins are more in evidence in most cities than any other variety of vendors, they have remained inscrutable conundrums in respect to the details of their working lives, their school histories, their use of money and leisure and the precier net effect of good or bad which their occupations have upon their futures.

Anna Y. Reed reported recently (the SURVEY for November 10, page 149) that the newsboys of Seattle had better records of school attendance than other boys, but partially explained this by the careful methods of employment in that city. Educators are urged to wait for further data before adopting newsselling as a vocational adjunct to the school room.

Chicago has a different story to tell. School work, far below grade; poor scholarship, even in the low grade attained; truancy and irregular attendance—these are some of the conditions that characterize the "pitiful school histories" of her children in street trades. These children seem also to be "handicapped in their future earning power, not only by lagging behind their little competitors in school, but by the physical strain of their trades.

In the last two years 660 boys and girls engaged in street trades have been investigated by the Chicago Juvenile Protective Association. Close inquiry into the need of the child's earnings by the family was made in 300 cases chosen at random. Only 19 per cent showed such need. Not even in these cases could the child's earnings "possibly constitute a practical solution of his family's powerry."

It is with respect to the association of street-trading with begging, thieving and law-breaking that the report is most detailed. "In the 660 cases mentioned," it says, "the element of begging or of some form of trickery either in selling

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or in the evasion of the law was so frequently and subtly associated with the occupation that no attempt at separate analysis is practicable." Some children were encouraged by their parents to exploit their physical deformities or weak physique as a means of getting tips or of increasing their sales.

Among the newsboys who congregated after 6 P. M. at two large distributing centers for newspapers indecent stories prevailed, especially in relation to sex perversions, and "numbers of unproven and apparently unprovable instances of criminal practices" came to the knowledge of the investigator. While they were sleeping, boys were robbed of their money and clothes by other newsboys. Gambling was a regular practice, mainly shooting craps and playing seven-up. On one occasion the stakes, usually small sums of money, were the age and school certificates which had enabled the boys to go to work.

The street-trading regulations in Chicago are not strict. They permit boys from ten to sixteen years of age to work between 5 A. M. and 8 P. M. Over half the year it is dark at 6 P. M. in Chicago. Boys of eight were found engaged in these occupations, some of whom worked ten hours on Saturdays. Patrolmen did not always assist in enforcing the law. One officer's attention was called to a boy tending stand in violation of the ordinance. "Let him go," said the officer. "He is well dressed and lives in a good neighborhood; his family is taking care of him." Another officer's attention was called to a lad of nine. "Let him go," he said. "His clothes are ragged, and he lives in a poor neighborhood; he is helping to take care of his family."

On the whole, however, police department, juvenile court, newspaper managers and others have cooperated in improving conditions. Congregation at the two distributing centers referred to has been done away with and 139 boys have been rescued from the demoralizing influences of these places. The city ordinance still needs strengthening, the Juvenile Protective Association believes. Moreover, it declares that there are means of "preventing vagabondage and juvenile delinquency" that fall outside the scope of police power and should be undertaken by some other agency in the community. More and better recreation is one of these.

In the last two years the Chicago Woman's Aid has maintained a director of recreation for the hours succeeding the regular school session in a school in one of the most congested parts of the city. This provision was extended early in 1917 to another school by the Jochannah Lodge. This concrete practical experiment, says the association, should be repeated throughout the city.

Furthermore, Chicago should create

the office of director of recreation, already existing in many cities. Such a director would coordinate the facilities of existing agencies, encourage athletics by matching teams and obtaining fields and gymnasiums for games, agitate for desirable recreational agencies in sections of the city where there are none and, finally, help boys and girls in every region of the city to connect themselves with constructive recreation and "above all to secure the use of the public schools for that purpose."

# THE GREAT UNKNOWN IN PARTY POLITICS

HE reason why speculation runs so high concerning the probable effects on party politics of the recent enfranchisement of some three million women in the state of New York is that the great majority of them are expected to vote in their capacity as consumers. Consumers as such have hitherto remained unrepresented. Now the news comes that, without waiting for the enfranchisement of women, the three and a half million men and women in Great Britain who are members of the consumers' cooperative societies have formed a political party for the express purpose of distinctive representation in Parliament.

At a national conference held at Westminster in October, the new policy was inaugurated; it signifies a revolutionary departure from the past principles of the movement. It was decided that "he neglect of consumers' interests, in spite of occasional and partial protection by the Labor Party, which primarily represents producers, on the part of the government and of Parliament, had become intolerable. New taxes have been imposed, intricate machinery for the control of food and transportation been created. the personal relationships of the individual to the state been placed upon an entirely new basis without any consideration of the large interests involved in the cooperative organizations of the country.

This neglect, of course, is due to the traditional apathy of the cooperative leaders to direct political action and to participation in administrative responsibilities. But for some time there had been signs that the rank and file was determined to seek a close political affiliation with the Labor Party, most nearly related of existing parties to the cooperative movement in general aims and outlook. And more lately the clamor for independent national and local representation on a cooperative ticket gained a great majority.

The conservative elements in the movement, however, those who by decades of patient, painstaking effort have built it up on an unassailably sound basis of business efficiency, succeeded in preventing a headlong plunge into polit-

ical experimentation. The scheme finally approved by the conference to be put immediately into operation, provides only for a minimum initial party fund of about \$35,000 to be made up from a minimum subscription by retail distributive societies of ten dollars per thousand members. In addition to a central committee, representative of all cooperative organizations, each constituency is to have a parliamentary council of local societies. Their relation to the central executive will be very similar to that of political clubs to any party organiza-

Almost simultaneously, great changes are also taking place in the constitution of the British Labor Party which in future will admit to membership individuals as well as trade unions and Socialist organizations and which, by thus enrolling many "intellectuals" and other sympathizers who hitherto have been driven into one of the older parties, will become more liberal in its interpretation of the political needs of labor. Although none of the proposals to this effect was adopted, it is significant that at the recent party conference a change of name to "democratic" or "people's" party was seriously considered.

If they succeed in working with the cooperators, many of whom are hostile both to Socialism and to the syndicalist pretensions of certain sections of organized labor, the reconstructed Labor Party may soon play an overwhelmingly important part not only in British but in international politics. "The evolu-tion of such a party," says the New Statesman, "pledged to the program passed at the [cooperative] conference, would revolutionize not only the movement itself, but the whole of party politics." This journal, though it enumerates the difficulties in the way of a very close affiliation between the forces of organized labor and organized consumers, foresees the possibility that Arthur Henderson, chairman of the Labor Party, to whose statesmanship the reconstruction of that party is largely due, may before long find himself entrusted with the responsibility of forming a government.

#### LIBERTY IS ALL OF ONE PIECE

HE government has recognized this solemnest of all facts, that it will do no good to send our sons to France to fight for our political rights if, while they are doing that, we surrender our social and industrial rights. Liberty is all of one piece."

These few words from the address of Newton D. Baker, secretary of war and president of the National Consumers' League, at its eighteenth annual meeting in Baltimore last week, condense his ideal of the relation of the nation to its working citizens and his policy in dealing with labor. They put in a nutshell also a hint of the new undertakings which the league, with his approval, has been adding to its former firmly established work.

Recognizing the need of labor standards to guarantee to the wage-earners life, liberty and the pursuit of happiness, Secretary Baker has effectively striven to retrieve the manufacture of army clothing. This has been, in both England and America, traditionally the greatest area of the sweated trades.

For the Board of Control of Labor Standards administratively created by the secretary of war on August 24, Mrs. Florence Kelley, who serves as secretary both of the board and of the league, could, after eighty days of its existence, report the following steps thus far

New York city as a center of manufacture of one-half of all uniforms for private soldiers, offered at once the largest and most challenging field of operation of the new board.

In September, by the first effective order of the quartermaster-general, issued at the urgent request of the Board of Control, all privates' uniforms were withdrawn from the tenements to which they had been sent by contractors for hand-finishing. On so great a scale had this work been done that a single firm, by no means the largest in the trade, now found it worth while to rent for \$9,000 an additional loft which it equipped with machinery to replace the handwork thus abolished. To civilians not in the government service, it is a startling circumstance that the necessary machines had been on the market for twenty years, but specifications inherited from a civil war requiring hand work in the finishing process had made it impossible to use them

In October, fire hazard, the perennial menace threatening the lives of New York city workers, began to diminish in the uniform trade. Before a contract can be let, it must first be approved by the board and tenders of prospective contractors are now promptly forwarded by the depot quartermasters through the Board of Control for scrutiny of the premises which each contractor proposes to occupy. Thanks to the cooperative work of the New York city Bureau of Fire Prevention under Joseph Hammitt, the board has found it possible to approve or disapprove on grounds of safety or of fire risk the proposed contract without delaying the flow of uniforms towards the camps and the trenches. Unfortunately, for lack of similar bureaus in other cities, no such achievement will be possible in Philadelphia, St. Louis or other centers of this branch of the garment trades.

In November, with the approval of Secretary Baker, a contract takes effect between the War Department and its

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All our Christmas Handkerchiefs from foreign lands are here and already our thoughtful patrons are making their selections while the stocks are full and before the

mind Christmas rush begins. It is so much more satisfactory to shop for Christmas in November.



Once more we exhibit a variety of styles that run far into the thousands. The collection is just as large as usual—plain ones, elaborate ones, hard-service kinds and filmy Cobwebs; large square ones and dainty glove Handkerchiefs for Men, Women and Children; and every Handkerchief is pure Linen, as always at "The Linen Store."

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The *Madeira* workers have sent their own peculiar Eyelet-Embroidery and scalloped edges on sheer Linen.

We pack them in the dainty White boxes with the little Gold Spinningwheel on the cover, which is to Linen what "sterling" is to silver.

Orders by mail given special attention. Send for latest Catalogue.

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Food is one of the vital factors. If you want to be patriotic, have at least one meatless day and one wheatless day each week.

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clothing contractors which differs from all previous contracts in the guarantees afforded for reasonable working hours and a living wage for even the humblest employes of the smallest subcontractors. In future it will be the duty of the Board of Control to cancel the final payment for work done up to 10 per cent of the value of the whole contract, if any subcontractor has, in its execution, defrauded any man, woman, youth or child in his shop. And the right of the workers to be heard through their representative—who need not be an employe—is

established for this trade for the first time in American history. This is an application, by the nation itself, of the principles which the Consumers' League, during a quarter of a century, has patiently urged.

By an interesting coincidence, this anmust meeting fell upon the tenth anniversary of the league's entrance upon a task new for itself and for American jurisprudence, the defense of the Oregon ten-hour law for women. Following a ten years' exposition of the relation of health to labor legislation, the league



# "America's First Word on Reconstruction"



# RE-EDUCATION

An Analysis of the Institutional System of the United States
By George Edward Barton

In a very real sense this is "the book of the hour."
For in it is formulated a plan whereby disabled soldiers may be made almost, or wholly self-supporting, thus lifting what may become an almost unbearable burden from the shoulders alike of the taxpayer and philanthropist.

The author who writes from personal experience as well as from prolonged investigation, is director of Consolation House and President of the National Society for the Promotion of Occupational Therapy. His book is of particular interest to social workers from the fact that his plan is equally fitted to the needs of inmates of asylums, hospitals, prisons and other public charges. \$1.00 Net.

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WANTED—SEVERAL HEBREW TEACHERS, among them one who can conduct orthodox services. Good salaries for good men. State experience and salary expectations in application to Superintendent Hebrew Onepans' Home, 12th and Green Lane, Philadelphia, Pa. Also EX. PERIENCED BOY'S SUPERVISOR (Jew or Gentile).

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WANTED—Visitor understanding case work for well-established charity organization in Southwest. Salary, \$60. Address 2659 Survey.

SUPERVISOR of boys (12 to 16 years of age) wanted in a Protestant Institution. Address 2660 Survey.

# SITUATIONS WANTED

COLLEGE WOMAN, experienced in institutional work desires position as superintendent either in children's home, or for aged people. Address 2655 SURVEY. now broadens its field. In response to the unprecedented sudden spread of war industries, a Committee for the Study and Safeguarding of Health in these dangerous trades has been created with Dr. David L. Edsall of the Harvard Medical School as chairman and Dr. Alice Hamilton one of its most active members.

The re-election of Secretary Baker for a third term as president of the National Consumers' League gives an impetus to the activities of state and local leagues in fifteen states and the District of Columbia.

## JURY OF SCIENTISTS HUNG ON STERILIZATION

HAT scientific thought is not growing more favorable toward the sterilization of criminals, which has won legislative support in at least two states, is indicated by the report of Committee "F" of the American Institute of Criminal Law and Criminology, published in the November number of the Journal of that body. This committee was disbanded upon its own recommendation. It was composed of eleven membersfour physicians, at least two students of eugenics, one judge, one probation officer and others variously familiar with the questions involved. Its request for dismissal was based upon the belief that there was no use to write further opinions until "scientific, statistical and social work" had provided a sufficient basis of facts upon which to erect a judgment.

The committee describes the complexities of the problem as very great, involving "questions of heredity, of surgery, of law, of morals, religion and sociology, about which divers views are

held, not only by people in general, but by the members of the committee in particular." One member found in California and Indiana, the two states referred to, a "general reluctance on the part of the responsible officials to proceed under the law," Several members, including the chairman, Dr. William W. White, Government Hospital for the Insane, Washington, D. C., do not "believe in inherited criminality as a trait." In general, this represents the view of eugenics specialists on the committee, though one of these, while saying that "criminality as a unit trait is not inherited," believes that certain factors that go to make anti-social individuals are inherited, such as wanderlust, specific types of feeblemindedness, lack of sex-control and the lack of other moral inhibitions.

One member, Dr. T. D. Crothers, of Hartford, Conn., is very much in favor of sterilization, while another, Dr. William T. Belfield, of Chicago, submits a somewhat caustic minority report. After pointing out that the majority report establishes first that "the views held by various members of the committee concerning religion, morals and other topics" prevent them from uniting upon any common ground as to the merits of sterilization of criminals, and then deduces from this that there is no further necessity for the committee's continuance, Dr. Belfield goes on to suggest, as the more logical deduction from the premise, that "the present members of the committee-a jury unable to agree upon a verdict-be replaced by men whose views on other topics do not incapacitate them for the study of a problem in public welfare."

Taking all the facts into consideration, the committee concluded that "no common ground of agreement which will be of value can be reached unless definite research work can be carried out upon a considerable scale." This it did not regard as its proper function. It was, therefore, disbanded.

# REAL ESTATE AND HEALTH APPROPRIATIONS

A LIVELY contest is on regarding the appropriation by the Board of Estimate and Apportionment of New York city of over \$63,000 to extend the work of industrial hygiene of the Department of Health. On November 19, representatives of real estate interests appeared before the Board of Aldermen, who have the final decision in the matter, and opposed or supported it vigorously. The board have deferred decision for fifteen days.

"Rather than appropriate \$60,000 for this work," said one speaker, "the real estate owners, if I interpret them aright, would spend a million dollars to stop it." This was, perhaps, the most extreme expression of opposition. Questions from several aldermen showed both sympathy and informed interest in industrial hygiene. Stewart Brown, of the Real Estate Owners' Association, who had opposed the appropriation at earlier hearings, expressed himself now as in favor of it. He believed that frequently movements such as this were not clearly understood by manufacturers, who hastily classed them as "uplift" schemes and opposed them as sentimental. When evidence of the practical advantage of these plans was more clearly seen, there would be less hesitation, he felt.

The Division of Industrial Hygiene asked for the amount in order that needed inspectors, sanitary and medical, might be added to its force. On several occasions during October, members of the Labor Sanitation Conference (the SURVEY for April 14 and June 30) appeared before the Board of Estimate to urge that the sum be immediately appropriated. The conference, whose membership represents fully 600,000 employes, are actively supporting the Health Department in this work, considering it is a practical measure for conservation of life and efficiency.

### THE MASSES STAFF UNDER ARREST

THE most far-reaching attempt yet made by federal authorities to enforce the espionage act was made on Monday when indictments were handed down by a federal grand jury in New York city charging Max Eastman, editor of the Masses, a Socialist monthly. and six other members of the staff and contributors with having conspired, while the country was at war, to cause, or to attempt to cause, "insubordination, disloyalty, mutiny and refusal of duty in the military and naval forces of the United States.

In addition, two indictments were returned against the Masses Publishing Company and C. Merrill Rogers, Jr., its business manager, for having "unlawfully, wilfully, knowingly and feloniously" attempted to use the mails for the transmission of matter declared to be unmailable.

Several of the persons indicted are well known in the literary world. Following is the summary of their alleged offenses as published in the New York Times:

EASTMAN, MAX, it is charged, between June 15, and 19, 1917, wrote and caused to be published in the August issue of the magazine an article entitled A Question.

DELL FLOYD, accused of the same offense in relation to an article entitled Conscientious Objectors.

REED, JOHN, accused of having written and published an article called Knit a Straightjacket for Your Soldier Boy. BELL, JOSEPHINE, accused of having writ-

ten and caused to be published in the

August issue of the Masses a poem called A Tribute.

GLINTENKAMP, HENRY J., accused of having drawn for the October issue of the magazine a picture representing a skeleton symbolizing death, taking the measurements of a drafted soldier for his coffin.

YOUNG, ARTHUR, an artist, charged with having drawn a picture entitled Hav-ing Their Fling, which was reproduced in the September issue of the Masses.

Articles, poems, cartoons and pictures published in the magazine, it is alleged, were "calculated and intended to induce persons liable to military service to refuse to submit to registration and draft for service and to induce persons available and eligible for enlistment and recruiting to fail and refuse to enlist for service therein."

Earl B. Barnes, government prosecutor, asked that bail be fixed at \$20,000 for Mr. Eastman and at \$10,000 for each of the others. On Tuesday Judge Julius M. Mayer, United States District Judge, southern district of New York, fixed bail for Miss Bell at \$1,000 and on Wednesday that of four others as follows: Mr. Eastman, \$5,000; Mr. Rogers, \$3,000; Mr. Young, \$1,000; Mr. Dell, \$500. These amounts were promptly paid and the accused persons were paroled until Friday afternoon in the custody of Morris Hillquit, their attorney and recent Socialist candidate for mayor of New York city. It is expected that on Friday they will either plead not guilty or demur to the indictment.

The maximum penalty for the offense charged is twenty years' imprisonment and an additional fine of \$10,000.

Some weeks ago the Masses was denied the use of the mails by a federal court, which reversed a decision in their favor by a lower court, and subsequently newsstand dealers refused to handle the magazine on the ground that to do so would make them liable to be charged with violating the espionage act.

In September Mr. Eastman wrote to President Wilson a letter in which he denied that his magazine was part of an organized propaganda to encourage resistance to the draft,

# PERIODICALS

Fifty cents a line per month; four weekly inser-tions; copy unchanged throughout the month A.L., A. Book List; manthly; \$1; anneatated mag-arine on book selection; valuable guide to best burks; American Library Association, 78 East Washington St., Chicago

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The American City, monthly: deals with all problems relating to mundelpid improvement and ling. The American State of the Company of the Company

American Red Cross Magazine; monthly; \$2 a year; Doubleday, Page & Ca., publishers, New York.

The Atlantic Monthly. Readers of the Surveys may secure a three months' trial subscription to The Atlantic Monthly by referring to this advertisement and sending 75 cents in stamps to The Atlantic Monthly Company, 3 Park Street, Boston, Mass.

The Child Labor Bulletin; quarterly; \$2 a year; National Child Labor Committee, New York. The Ciub Worker; manthly; 30 cents a year; No-tional League of Wamen Workers, 35 East 30 St., New York.

The Co-operative Consumer; monthly; 50 eta. per year. Co-operative League of America, 2 West 13 St., Naw York, The Crisis; monthly; \$1; National Association for the Advancement of Colored People, publisher 70 Fifth Ave., New Yark.

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The Crisic and Guide; monthly; 31 a year. Bethe Crisic and Guide; monthly; 31 a year.

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for Study of Negro Life and History, 1216 Yar

Gl., N. W., Washington, D.

Mental Hypiene; quarterly; \$2 z year; published by The National Committee for Mental Hy-giene. 50 Union Square, New York.

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National Municipal Review; manthly; \$5 a year;
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Philadelphia.

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Montevideo, Uruguay, March 17-24, 1918. Secty.
Edward N. Clopper, 105 East 22 street, New
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Sociotoloctal Society, American, Philadelphia.
Pa. December 27-29. Secy, Scott E. W. Bedford, University of Chicago, Chicago.

Smarres



If you know the name of the agency or organization, turn direct to the list-ings (3d column) for address, corre-sponding officer, etc. [They are ar-ranged alphabetically.]

If you seek an unknown source of information, turn to the subject index, following. The initialings correspond to capital letters in names of agencies.

If you count to know the agencies.

If you count to know the agencies
at work in any great field of social
concern, turn also to this index. [They
are grouped under major subject classifications, as "HEALTH," printed in
conitals.] capitals.]

Correspondence is invited by the agencies listed; questions answered (enclose postage for reply) and pamphlets supplied free or at nominal charges. Membership is not required charges. Membership is not required of those seeking information, but offers an opportunity for you to share spiritedly and seriously in your community or profession in an organized movement which is grappling with some country-wide need or cause.

If you are uncertain where to turn address the SURVEY, and we shall endeavor to get your inquiry into the right hands.

### WARTIME SERVICE

"H OW the SURVEY can serve" II was the subject of an inforour library, to which we asked the executives of perhaps twenty national social service organizations. The conference was a unit in feeling that as a link between organized efforts, as a link between organized efforts, as a means for letting people throughout the country know promptly of needs and national programs—how, when and where they can count locally—the SUNVEY was at the threshold of an opportunity for service such as has seldom come to an educational enter-

The development of this directory is one of several steps in carrying out this commission. The executives of these organizations will answer que-tions or offer counsel to individuals and local organizations in adjusting their work to emergent wartime de-mands. mands.

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Industrial hygiene, APHA.

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Schools, Arka, Hr, Tr.
Short Ballot, Sso.
Short Working Hours, Nct.
Somal Hygiene, Aska, Nyska.

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Dept. of Soc. and Public Service. Aug.

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AUL U. KELLOGG, editor of the SURVEY, has gone to France to be eyes and ears for those of us who must stay at home at our more humdrum tasks. He will report for SURVEY readers on the greatest task of social reconstruction ever undertaken. The first of his articles pears in this issue. That, and the three next succeeding, will deal with the organization and work of the American Red Cross overseas. Later will follow descriptive and interpretive articles on other subjects and other agencies.

IT is a marvelous story. "Somewhere in France" to-day, from everywhere in our United States, are men and women who have brought to monstrous problems of relief and reconstruction the experience hard-won in settlement, school and clinic, in charity organization, in city planning, in housing reform. They have come from east and west, north and south, to help French comrades shoulder the task of mending a broken country-side and a shattered populace. They will put to test in a strange land and under unheard of difficulties the old, tried methods of case work, medical treatment, child welfare and city planning.

The building up of a system of home-finding for children of New York state, of care for the aged and leadership in the flight against tuberculosis, have equipped Homer Folks to organize the care for the children, the sick and the homeless of France from his office of director of Red Cross civilian relief in Paris. Such disasters as the San Francisco earthquake and the Ohio and Mississippi floods have given Edward T. Devine the resourcefulness and understanding to cope with this greatest of human catastrophes in Europe, to plan wisely and sympathetically for the refugees, who are placed under his charge. Ernest P. Bicknell, for many years head of the Chicago charities and chief executive of the Red Cross at Washington, is at the head of Red Cross relief for Belgium.

Associated with them are Dr. William Charles White, of Pittsburgh; Dr. James Alexander Miller, of New York, and Dr. Livingston Farrand, of Boulder, Col., leaders in the movement for the prevention of tuberculosis; George B. Ford, the city planner and builder of workingmen's homes; Dr. William Palmer Lucas, the pediatrist of the University of California; Dr. Selskar M. Gunn, secretary of the American Pub.

lic Health Association; Margaret Curtis of the Boston Associated Charities; Grace Harper of the Social Service Department of the Massachusetts General Hospital; F. Elisabeth Crowell of New York Association of Tuberculosis Cilinics; Elizabeth Ashe, head resident of Neighborhood House, San Francisco.

These are but the pioneers. Every week recruits arrive in Paris to report to the Red Cross or to the Y. M. C. A.—the pick of our surgeons and nurses, Y. M. C. A. secretaries, recreation men, Quaker reconstruction workers, chaplains, charity visitors, placing-out agents, architects, Y. W. C. A. hostesses singers, canteen salesmen. The purpose of all this work is two-fold: to convince the French people that America is standing shoulder to shoulder in the effort to keep French homes warm, nourished and well against odds such as few people have ever faced, no less than in the battles of the trenches; and to help a sister republic conserve its human resources for the future. Truly the energy, the efficiency, the idealism of American social service have slipped out of all bounds.

NEVER was there such a war as this before; and never was there such an undertaking as this before. The SURVEY's interpretation of it will be full and illuminating. Moreover, while Mr. Kellogg is unfolding this story of social work and social workers transplanted to foreign soil, unusually interesting articles on affairs here at home will appear in the SURVEY, for all social service has been quickened by the terrific impact of a war which calls every man and woman to some sort of action.

This is a war fought by social and industrial forces and this is the year to read the magazine whose special function is to follow and interpret and, so far as may be, help to guide those forces.

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# The Survey

Journal of Social Work
112 EAST 19 STREET, NEW YORK

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# THE WOMANS PRESS

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# **ANNOUNCEMENT**

to

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of the

# United States and Canada

THE METROPOLITAN LIFE INSURANCE COMPANY invites physicians, public health and social workers to make use of its valuable collection of mortality statistics.

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"LET US PAY OUR DEBT NOT ONLY IN MONEY BUT IN LOVE,"
IS THE APPEAL OF THE FRIENDS OF THE WAR ORPHANS ON
THIS FRENCH POSTER PORTRAYAL OF SUFFERING CHILDHOOD

AT THE LEFT, IN THE DRAWING REPRODUCED FROM A POSTER ISSUED BY A PARLIAMENTARY ORGANIZATION FOR SOLDJERS' DAY, IT IS THE CHILDREN WHO ASK FOR MONEY ALD, "SO THAT DAD CAN GET HOME FOR A HOLIDAY"



# Unto Us a Child Is Born

By Charles Wagner

FROM AN ADDRESS DELIVERED AT THE SORBONNE, TRANSLATED BY LAWRENCE A. AVERILL, EDITOR OF THE
AMERICAN JOURNAL OF SCHOOL HYGIEMS.

HE future of France is necessarily in the keeping of those who at present are young in years and untried in experience. It is true, as a nation France has many problems today not a few of which at this time appear well nigh insoluble. Yet, I deem it not extravagant to assert that her greatest immediate problem is centered about her indiden—greatest because most intimately bound up with the future, immediate because in the name of the future it must be presently attacked. . . . .

France today has no hope save that represented by and embodied in French childhood. Bound up irretrievably with, its destiny is the whole destiny of this noble land which, though now invaded, insulted, calumnied, shall surely rise from out its ruins and once more move upward. In our confused national groping for light and direction, we must inevitably seize upon the child as the beacon light which points to us the way of escape from this disconcerting recoil of civilization—for it can only be through him that we may build and secure the future. To the interests of child development, welfare and protection, therefore, every other interest and every other ambition must be subordinated.

From this there springs a dual obligation—the one social, the other individual. Each is incumbent upon us not only as a sacred trust handed down from the past, but, in a larger sense perhaps, a duty which we owe to the future, to those yet unborn. No categorical imperative can be more positive, more compelling, more binding upon man and woman alike than is that which is rooted in the welfare of the child in this epoch of devolution.

To make brief mention, first, of the social duty. One often remarks the inconsistency of our French attitude which is always very favorable towards whatever concerns the individual child and yet so indifferent in matters which pertain to children as social beings or members of the group. We appear not yet to have reached that plane in our educational thinking where we can lay the foundations for a social consciousness, at least so far as childhood is concerned. . . . Whenever childhood suffers in consequence of parental vice and depravity, or of some such social goal alcoholism, or as the result of any other excess, we do not tend to be deeply moved as a people. The Frenchman seems imbued with that

spirit of indifference which, regardless of his individual appreciation of good health, clean environment and pure living as such, almost utterly disregards those qualities as essentials in the social evolution of the child.

Closely related to this duty of safeguarding the environment as a factor in the development of the child is the attitude which we assume toward womanhood—toward her in whose keeping is entrusted the sacred torch of life. In protecting French motherhood, we also protect French childhood. What kind of offspring are we to expect, for example, if during the period of pregnancy the mother has been overworked, porty nourished and perchance ill lodged? Our whole French society must be brought to feel a new interest in and a deeper and more active solicitude for the economic and social condition of woman; maternity itself must be more favorably conditioned.

In every conceivable way we must strive to solidify and enhance our family life. We must set to it that whoever assumes the responsibility of rearing children shall not only occupy a more exalted place in the public opinion but also, if need be, is better recompensed by society in dollars and cents. A country where those who fulfill this sacred duty of parentage live under less favorable conditions than those who neglect it, is a country with a confused and overturned social consciousness.

Let us for a moment look at our personal obligation as individuals to childhood. Every Frenchman is the hereditary bearer of a title to nobility that is grander than any rank to be found in the old orders of heraldry or the ancient charters of state; I refer to our personal honor and integrity. The sacred torch we have received from our forebears it is incumbent on us to transmit undimmed and in full flame to those who shall come after us.

Montaigne was a keen moralist, yet he made a grievous error when he fathered the sentiment, "II I play the fool it is upon my own head and at my own peril." By no means! In this age, when we are slowly brought to an understanding and appreciation of the laws of heredity and of the consequences of a man's acts for his family and, through it, for society as a whole, we are minded to contradict that pernicious philosophy which asserts or even implies that the profligate is the sole victim of his way of living. It is only rarely that one plays the fool save at the expense of the immediate society in which he moves, of the social edifice of which he is a unit and which is thereby rendered less sound.

No one would deny that of all our criminals the traitor to his country is the most contemptible; but the man who is incontinent, who has lost his self-respect and forfeited that of the group—he is such a traitor! For, he has deprived his country of an essential element of inestimable value to its continued integrity and well-being, namely its own honor as vested in and entrusted to the keeping of those individuals who make it up. . . If I were able at the eventide of my

life to depart hence in the assurance that I had been one of those who aided in restoring and fortifying the cult of the hearthstone and of true affection, I should fall asleep content that I had spent neither my strength nor my time in

Ages since, in the progress of civilization, man would have fallen by the wayside in his despire, his privation, his suffering, had he not constantly been encouraged and inspired in his upward trend by the awakening and unfolding of new life in the child, had not, in a word, the divine plan reincarnated man from generation to generation in those fresh, blessed beings who in themselves were emblems of a hope as lofty and so omnipresent as the eternal stars above. Has there ever been a time in our whole national history when there was more universal need of renewing our faith in life and its responsibilities than at the present moment? Surely not. If we represent the Saviour of the world as a little child, we shall not be deceived, inasmuch as the great saviour, the great healer, the great consoler, the great resource after the straggle and the horror—will indeed be the child.



# THE RED CROSS CHRISTMAS SEAL

By Theodosia Garrison

Written for the Seal Campaign in Minneapolis

O H, happy folk, contented folk, and ye that go with gold To seek within the noisy mart the gifts to mark the day Jolly toys and gems and lace and trinkets manifold Here be better wares to buy along the crowded way.

Buy a pair of red cheeks to give a little lad again, Buy a pallid woman's face the bright eyes of health, Buy a broken man a hope, buy the strength he had again, Here are baraains wonderful awaiting on your wealth.

Oh, happy folk and careless folk, the world's bazar is piled With lovely gifts and lasting gifts to mark a holiday. You who seek the fairest thing for lover, friend and child, Surely ye shall pause awhile and buy the while ye stay.

Buy a mother back her bairn, buy a man his wife again, Buy a lad the right to love, a child the right to play, Buy the wistful kindred all, home and health and life again, And God be with you gentlefolk who purchase these today.

# Four Months in France

# An Interpretation of the American Red Cross II. Work for Civilians

By Paul U. Kellogg

Paris, October 15.

ORK for civilians is a departure from old Red
Cross lines. The extensive operations of the
British Red Cross range over three continents
accessory to the army medical service. In forging American
war relief in France into an organized system of new calibre,
the American Red Cross is expanding that distinctive internal
development of the Red Cross in the United States by which
it has become the national agency through which relief and
rehabilitation are carried on in times of great natural disaster
such as floods and earthquakes.

The Civil Affairs Department took shape at the end of July. It has drawn on existing war relief agencies in France and Belgium and social work in America for executives of special training as chiefs of its several bureaus. By swift strokes it has sought to help meet emergencies as they arose, and by laying long plans it has striven to contribute some elements of experience that will be serviceable in conserving and reconstructing the social life of the future.

At the outset, the problem was resolved into its human terms: into the crippled, mutilies and tuberculous reformers, wastages of war; into the vast congregation of homeless folk, refugies from the front, évacués from the war zone, rapatriés streaming into France through Switzerland; and into the children of the nation, whose fortunes are bound up not only with all these groups but with practically every family in France, for the able-bodied breadwinners are at the service of the state and on the day they were called to the colors their earning power stopped.

A grant of 5,000,000 francs for relief has been made by the American Red Cross to the French government; one million francs has been put in the hands of General Petain and the rest will be distributed through the local government agencies. But with 5,000,000 men involved, even a sum like \$100,000,000 would amount to very little if distributed broadcast. There should be no mistake. The great burden of care for her war-stricken population has been met by France and will be so met in the future. The common soldier in the French armies-simple soldat-is paid no more than twenty-five centimes (five cents) a day, but by means of allocations of 1.50 francs a day for wife, mother or widow, 1.25 francs for children over sixteen and one franc for those under sixteen; by allocation des réfugiés to réfugié families of 1.50 trancs for adults and seventy-five centimes for children; by graded pensions for the disabled; by extensive undertakings of public relief and uncounted private charities. France is carrying this burden along with that other great burden-the cost of her fighting.

The question before the American Red Cross in its overease civilian work has been how to fit its resources into this national scheme of self-help, to do things which the French are too pressed to attempt and to work in ways which would be quickly understood as kin to their own wishes and at the same time, in view of the tonnage shortage, to set going plans calling for the initiative and free energy of a large scale organization rather than for gross shipments of material relief.

We have taken thirty years in America to learn how dynamic a thing is the public's concern for health. Here are certain submerged families. We attack their problems on a basis of charity, or of education, or of health, and find ourselves dealing with the same facts in each case—with puor surroundings, poor food, insufficient income, disease; such facts as in staggering bulk made up the war-time need of civilian France. American social workers have found how often the line of least resistance, of quickest suppreciation, is that of concern for health. It is a leverage for better houses, better food, clothes, care. The general welfare is at stake and everybody recognizes it and is willing to act accordingly.

It was the belief of the director of the Department of Civil Affairs, Homer Folks, for twenty years past a leader in charitable, educational and health movements in New York state, that this principle which America has learned to employ so slowly could be swung into full force here in France. With a stationary population before the war and a million and more dead or incapacitated by the war, with the birth-rate reduced one-third and the already high tuberculosis-rate accelerated by the war, with the future national strength and vitality at stake, every Frenchman recognizes that anything that conserves life is supremely in order.

### The Precocious New Allies

THREE other considerations fortified these American social workers in their plan of campaign. First, they reasoned, there is the new attitude in France toward Americans. We are expected, as they saw it, not only to count in a military way, but to help out all along the line. We have the money and the men, and France has long borne the heavy end of the load. The French are, very likely, a little amused at us, as they were a little amused at Franklin a century ago and tolerant of his differences. They feel that the American nation is interesting, overgrown, precocious, but that we can be useful and mean to be useful. And the fact that we are allies in a common struggle, makes it possible for them to have us here. playing our part as one of the household. Under the sanction of the war, ordinary inhibitions of peace-time do not interfere. The very human spirit of tolerance and fraternity with which France is meeting half-way these busy, uninvited outsiders in her home affairs is one of the most striking things in the whole situation. It is held a thing to cherish and not to abuse.

In the second place, under her centralized government, France will be in a position to carry out on a national scale any health program the efficiency of which is demonstrated locally.

In the third place, the Rockefeller Foundation had embarked on a permanent and unprecedented tuberculosis campaign in France, with which it was possible for the American

Red Cross to effect the closest working arrangements,

Broadly, the tuberculosis work falls into two fields:

A. A long-range educational campaign among doctors, nuses and the general public together with the multiplication of dispensaries to focus and give effect to the educational movement. This is more especially the province of the Commission for the Prevention of Tuberculosis in France of the Rockefeller Foundation, though both agencies are in on the entire program from start to finish.

B. Immediate help in providing hospital care, home instruction, nursing, clothing, food, heating and other comforts. This is the special concern of the Red Cross.

The size of the tuberculosis problem cannot easily be overestimated. Deaths from uberculosis in Paris equal those in New York, which has practically double the population. It must not be supposed that France has ignored the situation. Tuberculosis dispensaries, hospitals, sanatoria and district nursing have been carried on, some of them with standards which match those of corresponding activities in the United States, but often without knowledge of what other agencies are doing and without any systematic covering of the field. The war, which has swelled the problem to unparalleled dimensions, cut short the provisions to deal with it.

### Tuberculosis Work Centered in Dispensaries

THE basis of the work of the Rockefeller Commission was a report by Dr. Herman M. Biggs, health commissioner of the state of New York and one of the ranking experts in the field of preventive medicine [see the SURVEY for May 5].

The members of the commission are leaders in the National Association for the Study and Prevention of Tuberculosis.1 The commission is making the dispensary with its adjuncts of visiting nursing, home education and the like the central factor in its campaign. It will parallel this with a system of nursing education, which has been relatively neglected until very recently by the French tuberculosis hospitals. It has under way an educational exhibit which will go from town to town, arousing practical interest not only in tuberculosis but in cooperation with the Red Cross Children's Bureau, in child welfare and other health problems. In one of the Paris arrondissements, it is opening a model dispensary with a complete equipment for all the social work connected with tuberculosis in the home. Similarly, it will open such a dispensary in one of the typical departements outside of Paris. On the basis of the experience in these two centers, it is anticipated that an adaptation of American methods to French conditions and a comprehensive plan for handling the tuberculosis problem in France as a whole can be formulated and presented for future action.

In all these plans the Red Cross will cooperate. To complement each dispensary except insofar as such provision is made by the French public authorities it will provide:

Home relief for destitute families in which there are cases of tuberculosis;

Hospitals for moderate and advanced cases when conditions are such that the patients cannot remain at home without being a menace to their families. One million and fifty thousand france have been appropriated by the American Red Cross to provide from fifty to one hundred beds each in conjunction with the first four dispensaries to be opened:

Care for children who have been inlimately exposed to serious cases of tuberculosis—either institutional care, of the nature of a preventorium, or a special régime, with medical and nursing supervision and special food in the homes.

4 The members of the Commission for Prevention of Tuberculosis of the Robelellis Fundation on Listington Farrand, M.D.: James Alexander Milier, M.D.; Homer Folts and Stefan Farrand, M.D.: James Alexander the Liva agencies is strengthened by the fact that Dr. Milier is consultant of the Bureau of Care and Prevention of Tuberculosis in the Department of Civil Affairs, American Red Cross, of which Mr. Folks is director. In hospital provision, the Red Cross has by three rapid moves made 1,000 beds available by January 1.

When the war broke out, tools, forges and equipment had been dropped at a large building in course of erection at the Bligny sanatorium. Neither money nor labor was available to complete the task and for three years the building stood in a half-finished condition. On the invitation of the Red Cross, architects and contractors have now banded together to utilize the materials in hand and the poor workmanship available. In the first place then, at a cost to the Red Cross of but 400,000 francs, 350 beds will be added by November 15 to those available near Paris.

In the second place, the institutions known as the Tuberculeux de la Guerre (for the development of which Edith Wharton had been mainly responsible) have been transferred to the Red Cross, including a hospital for twenty patients in Paris, one for two hundred beds nearing completion fourteen miles outside, two chateaux in course of conversion into sanatoria (some three hundred miles from Paris), stores of blantests, equipment, food supplies, four automobiles and some 1,300,000 francs in cash. These should add another three hundred beds by Christmas.

In the third place, by bringing new atmosphere into buildings already existing, the Red Cross is adding still another quota of beds. In the rush to care for its rapidly growing number of tuberculous patients, the city of Paris had erected baraquements on the grounds of six large general hospitals. The great amount of work thrust upon the civil authorities did not permit much leeway in making the buildings attractive. Three had no refectories and the patients slept, ate, dressed and went through the course of their sickness in the same room. The wards lacked reclining chairs and cushions and there was no provision for occupation or recreation. They have been hot in summer, cold in winter. As a result, only one hundred and seventy-seven beds out of four hundred and sixty-four were occupied when the Red Cross made a study of the minor needs of each baraquement. It arranged to contribute from week to week games, food, checkers, dominoes, folding stools to be used as tables and the like. These have been welcomed with enthusiasm and have been followed up by systematic visitation and social-service work by volunteers, who give personal attention to the needs of the men, provide entertainment and training and in general have set about removing the physical disabilities which have kept the beds from

The tuberculosis bureau also has undertaken to aid in the immediate provision of beds in other emergency hospitals, which were opened in convents, schools and factories and into which patients were put hurriedly without proper equipment.

Sufficient stores of food, clothing and coal have been ordered to provide throughout the winter for the many destitute cases which will come under the bureau's care in cooperating with the Rockefeller dispensaries. This work will include home visitation, domiciliary care of tuberculous cases, central registration and clearing house activities, hospital inspection and immediate relief of families.

The bureau also has liad translated and prepared for publication in pamphlet form a number of model American laws a part of the educational work to be carried on in conjunction with the Rockefeller Foundation.

# France Backward But Awakening

In GENERAL, while hitherto backward in the matter of official control of tuberculosis, France may be said to have experienced a national awakening to the gravity of the situation, whereas the United States had to be aroused state by state after long



STRUCK DOWN FROM BEHIND

The traitorous tuberculosis germ slipped past the enlistment officer into the camps and trenches. The anti-tuberculosis campaign in France, which made use of this poster, had made a small but spirited beginning before the arrival of organized aid from the United States.

effort. Through her central government, France can adopt plans that will make for uniform care, education and supervision.

This is equally true in the matter of child welfare. Here ground has been broken in a series of striking instances in which the American Red Cross has come forward with emergency aids.

Reference has already been made to the work of its Children's Bureau at Toul in cooperation with the American Fund for French Wounded where a children's refuge, children's hospital and general district staff of specialists in children's diseases, maternity work and recreation have been the American response to a call for help in caring for three hundred and fifty tiny refugees from German gas-bombing.

Toul is well within sound of the guns; Nesle is in the heart

of the devastated area which was evacuated by the Germans last spring. In mid-August an appeal came from the French Red Cross representative there which read:

In my sector we have about twelve hundred children, of whom seven hundred and fifty are from Nesle. Many of the children of twelve to fifteen years are menaced with tuberculosis. . . I therefore wish you would send to Nesle one of your doctors to visit our five communities.

The Children's Bureau answered immediately by sending a specialist in children's diseases, who found some 1,200 children scattered among the wrecked villages. They were practically without medical attention. Perhaps one-half were infected with skin or eye lesions and some were acutely ill. The local hospital had been stripped of its apparatus; there was one aged civilian doctor, left without drugs or means of getting to

the villages, one military surgeon with twenty-five villages to look after—aside from his army duties—and one midwife, fairly intelligent, who might help.

As a result of this survey, a medical center for children's service has been established at Nesle. The town offered an unused tuberculosis pavilion as a clearing house for the district. The Red Cross has equipped it, installed ten beds and added a traveling dispensary built on a Ford camionette, which will visit the nearby villages. This will carry a pediatrist, a trained nurse, equipment for the examination and medical care of the children and, most practical of all, a hotwater shower-bath under which they can be popped one after another. Similar children's centers are planned for Arras, Amiens and Ham as soon as doctors and nurses arrive from the United States to take charge.

### Five Hundred Destitute Children a Day

ARRANGEMENTS have been made for the Red Cross to take over the children's hospital work in connection with the reception, examination, diagnosis and distribution of children at Evian, the receiving station for repatriés near the Swiss border. These children often number well towards five hundred arrivals per day, many of them in very poor physical condition -some tubercular, some with minor skin diseases, some with more acute infections. A permanent delegate of the American Red Cross will be stationed here; ten automobiles and chauffeurs have been sent to aid in the prompt and more comfortable handling of the sick and infirm. The Red Cross will help the dispensary opened by the French government in the main reception building and will open a hospital of eighty beds for acute cases in the Hotel Chatelet. Plans have been made for two convalescent hospitals in chatcaux with space about them so that the children can take sun-baths and have some play while they are gaining strength.

As the basis for a comprehensive program, a careful study is being made of the statistics of infant mortality and children's diseases in Paris and other cities. Between forty and fifty institutions and associations doing children's work have been investigated, especially those dealing with tuberculous children. Some of them, against the odds of war conditions, are doing work which, if developed nationally, would blaze a way of promise for all France. Such is the work of Mrs. Edward Post (an American) at Finistére in Brittany, and that of the Oeuvre Crancher which places out some five hundred children in the country districts near Tours. Under its boarding-out system, these families care for pre-tubercular children until their home conditions become non-infectious and the children are in good condition, whether this be a period of months or years. Requests for further extension of the bureau's work have come from three army base hospitals where the American physicians have been quick to diagnose the surrounding conditions and urge the need of children's specialists in their localities.

Infant welfare statious will be established by the Red Cross in connection with each tuberculosis dispensary opened by the Rockefeller commission. The first is that in the nineteenth arrondissment—a great tenement neighborhood of Paris, where a complete unit will be installed—child welfare station, including a dispensary, small receiving hospital, milk station, including a dispensary, small receiving hospital, milk station, training school for nurses, out-patient social service work, home dietetics and recreation leadership. A child-welfare campaign through a traveling exhibit, educational leaflets and the press is being organized. The alarming decrease in births and the high infant mortality in France make this nothing less than the beginning of a work of racial conservation.

School hygiene work is the next sphere of child-welfare ac-

tivity to be entered upon by this bureau of the American Red

The Civil Affairs Department proposes to round out its health program with a health center which will be more comprehensive than anything of the sort ever attempted in America and which will have as its unit one of the departments into which France is divided. Public interest in the United States has been following the demonstration at Framingham, Mass., where local and national organizations are engaged in a united effort to stamp out disease and build up vitality. In resources and significance, this French center will be carried out on an altogether new scale.

While the health factor will be emphasized in the other bureaus of the Department of Civil Affairs, they are concerned primarily with the economic problem of relief and rehabilitation, and deal directly with those war-time social groups already enumerated—the multile, reforms, repatries, 'waeue's and refugiti—and with the work of reconstruction in the wartorn North.

The mutiles are the crippled soldiers of France. The chief of the Red Cross bureau concerned has inspected seven of the nine large centers where a work of re-education is carried on in connection with the military hospitals: Paris, Tours, Bordeaux, Toulouse, Montpellier, Lyons and Marseilles. Their three years' experience will be placed at the service of the Red Cross in America for guidance in developing similar work in the United States. The report will also enable the American Red Cross to determine what help can be given in France where perhaps 5,000 new war cripples are added to the rolls every month. The functional re-adaptation and professional re-education of disabled soldiers and sailors-"curative work" as it is called in England, "occupational therapy" in Canada-was the subject of an inter-allied conference in the spring [see Social Forces in War-Time, the SURVEY for September 29] out of which has grown a permanent committee.

The Red Cross was represented by its bureau chief at the meeting of this committee in London in October. Belgium was the first among the allies to develop this work. The beginnings in France were by private initiative and later the institutions have been developed under subventions from the ministry of war. France has much to give America in her remarkable originality in devising apparatus and training with which to fit men as cobblers, typists, machinists and the like; in return America can offer the experience of vocational concilors and social case workers to apply when that of the physician stops.

### Agricultural Training and Machinery

FULLY 65 per cent of the French mutility are from the French country districts and, excellent though it is, not more than 10 per cent of the training offered is in agriculture. The American Red Cross will open a further experimental agricultural training station near one of the large hospitals. Because of the labor shortage, farm machinery will become a big factor in French economy after the war, and the Red Cross will supply such machinery for teaching purposes at the French eenters. It will carry on an inquiry into industries heretofore monopolized by Germany with a view to establishing training in these trades in France.

After the French mutilé is discharged from his hospital treatment he becomes a réformé of the first class, is pensioned and comes under the ministry of the interior. No provision is made for the continued stay of these men at the training centers and, on request of the head of one of the most active and successful centers, the Red Cross plans to equip a barracks for their accommodation there which may prove the beginning of an extensive form of cooperation.

The discharged soldier who is incapacitated for military service, not through physical injury but through sickness—such as tuberculosis or heart trouble—becomes a réformé of the second class, without pension, and for purposes of the Red Cross falls within the field of its health service.

Cooperative arrangements have been entered into by the Red Cross and a group of existing societies for the re-establishment of the blind in their homes.

In numbers and in bitter need, the réfugiés are the great human embodiment of war havoc in France. Americans will be able to grasp the size of the relief problem in which the Red Cross will play a part, when it is said that their numbers—women, children, incapacitated men—exceed all the troops which the United States has under arms for the war. There are officially, roughly 110,000 réfugiés in Paris and 750,000 outside. But these are merely those so destitute that the government supplied them with allocation or transportation. The total is said to be 1,500,000 the

Classified according to their origin, the réfugiés are of three types:

The réfugiés proper—that is, fugitives from the front, mostly at the time of the German invasion. A comparatively small stream of

these has continued, as when Rheims was bombarded with long-range guns and, more recently, when the region around Dunkirk was under fire.

The évacués—those sent out of the war zone by the military authorities. These come regularly but not in large numbers.

The rapatriés—those left behind the German armies when they swept into France in 1914, who are now being sent back to France—the dependents among them—by way of Switzerland at the rate of 500 to 1,000 a day.

The repatries arrive at Evian, the French receiving station, in an exhausted condition after three days of railroad travel and several months of privation. They require care, medical attention and, in the case of the older people, a considerable period of complete rest and proper nourishment.

The French system of handling this human stream is to send the sick at once to the local hospitals; those not sick but exhausted go to the Maison de Repos; the great majority to the old casino where they at once sit down in the main hall to a nourishing meal served by the local committee and the women of Evian. The mayor bids them welcome, the Marseillase is sung and the old French spirit breaks the crust of endurance and stolidity that marks their arrival. Card records are made and, through an index system, relatives or friends who have communicated with the committee or who have already passed through, are put in touch with the new-comers. If without connections, the repatrici is sent to some



THE LONG, HARD BOAD TO HEALTH
"Help us to assist the convalescent soldiers who have suffered wounds or sickness but receive no pension," is the appeal
accompanying this picture on a poster issued by a French fund for the protection of the convalescent

predetermined préfecture in the departments of the Center, West, Southwest and Southeast. The préfets in turn distribute them in the various towns and villages, largely in houses left vacant as a result of war conditions. Decision is based largely on the trade or occupation of such as are still able to render effective service. Thereafter, in common with all réfugiés, they receive one and one-half francs a day for adults, seventy-fue centimes for children.

Mention has already been made of the fact that the Red Cross Department of Civil Affairs has placed a permanent representative at Evian, supplied ambulances and taken over the provision of medical care for children, who make up from 50 to 60 per cent of the war pilgrims. It is studying other needs, such as that of a tuberculosis sanatorium. If the major part of hospitalization can be done in the neighboring region, the saving in expenditure and in the fatigue of the patients will be considerable.

### The Refugee's Lot Hard, Even in Paris

DURING the past year, orders have been issued that no more rapatriés shall be quartered in Paris except those showing letters or telegrams that relatives there want them. The explanation is that the higher wages, the many charities and the special allowances of coal, potatoes and shoes have drawn the refugies to the capital in throngs despite the congested and miserable conditions in which many are housed. For the rétugiés suffer from the back-kick of a law which provides that families of soldiers may not be dispossessed from the houses or rooms they were living in at the outbreak of the war. The réfugiés have not, of course, benefited by this law; the landlords have been hard hit by it and to recoup themselves have charged the réfugiés high rentals when they have let them in at all. Moreover, a furnished room can be rented by the week; unfurnished rooms are paid for three months in advance. The réfugiés have neither furniture nor money, and so they are found living four, five, six and seven people in a single room. With sickness, squalor and malnutrition, with high prices charged them by the small shopkeepers, scant fuel and no knowledge of the way out, the lot of the Paris refugie has commanded sympathy but as yet no active statesmanship of remedy. Recently the French government has improved the situation by granting a special indemnité de loyer of five francs per person per month to aid réfugié families in paying their

Rather numerous hostels and refuges sprang up to meet the curregrency in the early days of the war, and, as way-stations for transients, have served an excellent purpose. Some of them, however, with their congregate eating and lack of privacy, have become centers of chronic miserable living. The bureau of réfugis of the Red Cross responded promptly to the significant appeal recently made by one such society for a large grant of beds and stores to enable it to establish in individual unifurnished rooms the families it had been housing in a large convent school. The society had come to believe that it was demoralizing the self-respect of the women it sheltered rather than encouraging and strengthening their sense of responsibility.

The bureau is cooperating with an able French woman, Mme. Brunschwe, who had taken houses that were only partially constructed when the war broke out, finished them, furnished them and installed some 3,000 families. It has taken over the group of four hostels which, with a distributing depot of groceries and other activities, had been maintained by Mrs. Wharton's organization.

The general program of the bureau in Paris includes the

further development of existing relief agencies (including the semi-official committee appointed for each invaded district), their coordination through some form of exchange of information to prevent overlapping, the raising of household conditions through visiting nursing, and aid in meeting the high cost of living through the provision of furniture and, if need be, of fuel.

The problem in Paris merges into the larger réfugié problem in all France which, like that of Paris, is largely that of congestion of population in the towns and cities of every department outside the zone of occupation and military operations. This overcrowding is naturally worst of all in munition and mining centers.

In mid-September the Department of Civil Affairs entrusted its bureau of réfugiés to Edward T. Devine, of New York, the expert in emergency relief who organized Red Cross aid at San Francisco following the fire and earthquake and was in charge of the extensive relief operations at Dayton following the Ohio floods. The assistant chief is Margaret Curtis, of Boston, an American social worker with two years' experience in war relief in Paris. The bureau has requisitioned supplies for the coming winter running into the millions of francs and, département by departement, is enlisting the cooperation of the government and the coordination of official and voluntary relief agencies in order that it may unify the distribution of stores to the active local agencies somewhat after the manner of work employed by the Commission for Relief in Belgium.

Since the réfugiés are mainly women and children and invalid men, and since many of the réfugié families have no able-bodied workers at all, the allowance from the government and from existing French agencies will need to be suppliemented by American Red Cross funds. Even in the families in which there are older children or women able to work, their earnings, although nominally high, are barely sufficient at present prices to provide food and clothing. It is utterly impossible for them to accumulate a sufficient margin to pay a quarter's rent in advance and to replace the furniture destroyed or abandoned in their original homes. If, therefore, these réfugié families are to have even the semblance of a home, it will have to be with substantial assistance from the outside.

### The Work of Relief and Reconstruction

THE Red Cross bureau plans, with the heartiest approval of the governmental authorities and those most experienced in relief work, to concentrate as far as possible on this particular task. In the cities and towns of the provinces, as in Paris, the greatest single blessing that can be conferred will be to move as many as possible of the réfugié families from the so-called furnished rooms into houses or apartments in which the living conditions will be more tolerable, the overcrowding and the danger to health less and the moral atmosphere more like that of the normal French family before the war. The essentials are dwellings, furniture and fuel. It is not a question of permanent support but of a substantial lift to enable the largest possible number of families to be reestablished in something like a normal household life. Barracks erected wholesale would not solve the problem. The people must live sufficiently near their work and where the children can obtain an education. However inexpensive, the apartment should be decent and even, if possible, attractive. Only by such means can the depression and discouragement which are the inevitable result of three years' physical hardship, accompanied nearly always by repeated bereavement and long-continued anxiety,

be in some degree lessened. Only in such ways can American generosity take up its appropriate and modest share of the accumulated misery and anguish of the three years of war in France.

Ten delegates are already engaged to develop and organize this kind of work in the departments and additional delegates will be sent from day to day until the Bureau for Refugees is represented in every department in which the conditions permit; such family rehabilitation to be undertaken. Every such delegate carries an official letter of introduction from the ministry of the interior to the priets of the dipartment and group of sout préfets appointed especially for this purpose under an appropriation of 300,000,000 francs voted as early as 1914. For its own purposes of administration, the American Red Cross has divided the whole devastated belt into six districts and stationed in each a resident American delegate. These districts include parts of the following departments: Nord and Pas-de-Calais; Somme; Oise; Aisne; Marne and Meuse: Meurth et Moselle.

The area liberated last March, made up of parts of the départements of Pas-de-Calais, Somme, Oise and Aisne, is roughly one hundred miles long and thirty miles broad at its



Little Pierre and Marie, with their eighty-year-old granny, are all that are left of a once prosperous farming family in a region now occupied by the enemy

another from the highest ecclesiastical authorities to the bishops and religious agencies whose cooperation will everywhere be sought.

The lodging problem has been considered insoluble. The Red Cross will try to cut the knot by supplying as many families as possible with essential furniture and by active cooperation in works of reconstruction, to hasten the day of return for families whose real homes were in the devastated areas.

The work of the Bureau of Reconstruction and Relief ranges along that desolate path of ruin behind the French and English lines from Belgium to Switzerland. The admirable relief work of the French government is in the hands of a

widest point. It tapers north to above Arras and south to Saint Quentin. It includes several hundred villages. Here, in the words of Edward Eyre Hunt, the experienced Belgian relief worker now chief of this Red Cross bureau, "twentieth century French farmers, returning rélugiés and rapatries, have to begin again where North American Indians would begin—by hunting for food, temporary shelter, for clothes to cover them, a few household goods and utensils, such as pots, pans, knives and spoons, an agricultural implement or two, and perhaps a rabbit and some chickens, and if they are very lucky, a goat or a donkey."

The German commanders brought the people of certain neighborhoods together at central towns which were left fairly intact; the able-bodied were deported; women with children, the old and feeble were left behind. Other refugees have straggled back to live in the cellars (cevex) or the half ruined structures of the wrecked villages.

To help such people as these, the Red Cross has located its relief warehouses at strategic points just behind the lines, such as Soissons, Noyon, Ham and Péronne, and is shipping in food, clothes, blankets, beds, mattresses, stoves, kitchen utensils, reapers and binders, mowing machines, threshing machines, garden tools and hundreds of other articles of first importance to people who were prosperous and contented only three years ago.

The resident American delegates will oversee the distribution of Red Cross relief, report new needs and cooperate in every possible way with the civil and military authorities, with the scores of devoted French and other œwers and with the more recent adaptations of neighborhood work to the liberated area by the Society of Friends, the civilian branch of the American Fund for French Wounded at Bleraneourt, the Secours d'Urgence at Roye and the Smith College Unit.

The practice of the military authorities is to assign certain villages, or even a whole township, to a given organization which then has right of way there. The waver settles down with a personnel of from three to a dozen people, and may begin its work by erecting a roof to live under. These wavers, of course, have affiliations in Paris and receive all the support their friends can give them, but they almost always lack money, supplies, personnel and transport—things which the Red Cross aims to furnish. At best, they are a leaven of good works for the district just as a settlement is often a leaven in a tenement neighborhood. They lay their hands to every-

Contrickt International News Service



During the summer months, thousands of families whose homes had been razed to the ground preferred to live in the open rather than be separated from their beloved farmsteads

thing. They ask for hardware, cloth, sewing machines, agricultural implements, rabbits, chickens, roofing materials, mosquito netting and carts or camions. Often the question of transport is the most severe of all. The problem for the Red Cross has been to arrange its district warehouses so that they can easily supply a large number of awwers and then to give them promot deliveries by motor camion.

District committees are being organized of representatives of the civil authorities and of the exerces and leading residents. Once organized, it will be through these responsible joint committees and on their recommendation that Red Cross supplies will be turned over 20 the village activities which deal with the sinistrées, as the people are called who have suffered loss by invasion but have not been driven from their districts, and the 'emigrees, the refugees who have come back."

#### Reconstruction in the Wake of the Germans

IN TAKING some part in the great work of reconstruction which must come in the devastated region the American Red Cross has, as a result of initial investigations, laid down these immediate lines of policy: to begin this fall in the region of large holdings and level fields about Nesle, as part of a concerted plan to augment the food supply; to undertake provisional repair work (as distinct from temporary wooden barracks such as the French ministry of the interior is erecting where houses have been completely destroyed, and as distinct from permanent rebuilding, which is an economic problem considered too gigantic for private enterprise to attempt); to begin with four villages and to expand its work in the light of the experience thus gained. The physical side of the work has been undertaken by the Bureau of Construction, with its divisions of planning and engineering; the social, economic and civic side by the Bureau of Reconstruction and Relief.

The French government has nineteen teams of ten American tractors each, ploughing wholesale for winter wheat in the liberated area. These belong to the department of agriculture and are rented out by the government through the préjets upon application by any group of land-owners who, together, offer enough acreage to make it economical to plough in this way. Forty francs a hectare (about 2½ acres) is charged, and this is, in truth, the beginning of a cooperative movement which may reach far. The agricultural department asked if the Red Cross would follow this work and help supply shelter to farmers who wanted to start in.

The scheme of life in these French countrysides is very different from that in America. The fields are unfenced; the farmers live in closely built villages of brick or soft stone; the houses stand flush with the streets; and the barns and stables in walled quadrangles behind, reached by gated wagonways. The surrounding fields and roads are intact, except for occasional heavy crops of thistles, for serious soil depletion, and for the shell holes, dugouts and trenches which mark the belt where the fighting zone ran. The German commands practiced sabotage on the agricultural implements. In some neighborhoods they felled orchards in bloom; in others they left them standing. The destruction of the villages was equally irregular, taking place either in the course of fighting, through shellfire or, at the time of the retreat, through systematic wreckage on the part of the German troops by fire, explosions or the use of rams. In nearly every locality some buildings were left standing susceptible of repair and in sufficient numbers to give provisional shelter if repaired.

The French government has announced the broad purpose of nationalizing the losses and as a transitional policy in addition to the heavy task of clearing away debris and clearing up sanitary conditions, military and civilian authorities have



These Belgian soldiers found their homes and properties gone when, on leave, they hurried to meet their beloved ones. Sometimes it was difficult to trace the wife and grown-up relatives; but the little ones were in good hands

through the summer been engaged in extensive repair work, contracted for ten thousand portable houses (maisons demontables) and erected some hundreds of them.

At the suggestion of the sour-préfet at Nesle, especially appointed for the work of reconstruction, and after an investigation covering fifty villages, the Red Cross chose for its demonstration work:

Croix-Molignaux, twin villages, with a population of 442 before the war which has dwindled to 32, and with 788 hectares of land round about.

Marigny, with a population of 920 before the war, now 16, and with 200 hectares.

with 200 hectares.
"Y," with a population of 148 before the war, 4 now, and with 273 hectares.

These villages are all in the southern part of the departement of the Somme. The farms run fairly large, many of them from 150 to 250 acres. The department of agriculture supplied the Red Cross with the names of farmers ready to come back as well as those already on the ground who were in no position to winter themselves or their stock without better shelter. These families, some fifty in all, are made up of women and children and the older men. Despite the vicissitudes of the German occupation and the heavy subscriptions which all French people have made to the government loans. they not infrequently have money laid away. But the country has been stripped of tools, labor and materials-and the sources of such things, given the transportation situation back of the war zone, are beyond the reach of individual families. The ministry of the interior put up barracks in a ruined farmyard for the Red Cross repair gang which has confined its work to such rebuilding in advance of winter as could provide shelter for the people and their animals as rapidly as possible and at the least expense. Generally nothing is being done to the main

farmhouse but a small outbuilding is repaired in such a way—a roof put on, holes in the walls closed, doors and windows set in—that it can be used as a dwelling.

Great difficulty is experienced, even in this meager construction work, in getting materials, especially lumber. Military needs are imperative and the railroads are all much congested. Brick enough can be found in the ruins, but almost every particle of seasoned wood has been burned. Lime could be made if it were not that coal is unobtainable for any such purpose. The great and as yet unsolved need of this work and of this region is labor—the most difficult thing to find in France. Here in the devastated region it is largely limited to old men and the maimed.

The Friends War Victims' Relief Committee has long been using educated but largely unskilled volunteers in the rough work of supplying shelter. Starting in 1914, in the face of reluctance if not opposition on the part of their government, the English Quakers have been the largest private operators and the pioneers in reconstruction work in the devastated regions finally carrying conviction at home, winning the most coordial appreciation of the French authorities and putting the results of three years' experience at the service of the American Red Cross.

They have maintained a wood-working plant at Dôle in the Jura mountains, turning out huts (of the maison demontable type) for the French department of the interior from lumber supplied by the French army. From Sermaize as a center, their building department has put up over 500 huts in 35 villages in the region of the Marne and the Meuse, and their agricultural department has operated and kept in repair 150 mowing machines, 42 reapers and binders, and 10 threshing machines; besides making distribution of farm tools, seeds, chickens and rabbits, and selling furniture to improverished

householders; all this in addition to a wide range of other activities, including hospitals, convalescent homes, district, nursing, the evacuation of children and sick from bombarded regions and relief and medical work for réfugiér and rapatriés in 300 villages. In this they have enlisted also some of the English conscientious objectors and the aid of their co-relicionists in the United States, Canada and Australia.

In August, the American Red Cross appropriated \$100,000 for the rapid extension of their work through the American Friends Reconstruction Unit, which trained 100 strong during the summer at Haverford, Penn., and went into the field in September, and the French authorities assigned nine villages near Ham to the Friends, so that they might carry forward in the area liberated last spring in the Aisne and the Somme the same types of work which they had demonstrated in districts which have been free of the invaders since 1914. The American Friends unit has become a Bureau of the Department of Civil Affairs of the American Red Cross, and the Red Cross is represented by two members of the managing body of the Friends War Victims Relief Committee (joint English and American) which is charged with the prosecution of the work. In addition to the enlargement of the Friends Maternity Hospital, the provision of a home for réfugié children and a Paris clearing house for sick réfugié cases, the Red Cross unit and grant have made possible a new workshop and construction camp for making portable houses, bringing the output (with manufacture and erection) to twelve houses per week; and an agricultural center in the new area like that at Sermaize (a number of the American unit being experienced farmers) which is specializing in plowing and other field work for the small peasant farmers who are not reached by the wholesale plowing of large tracts by the government.

The part which the Red Cross can and will be able to play in the larger reconstruction remains to be developed in the months ahead. How to get more light and air and better sanitary conditions without destroying the characteristic regional architecture is only one of the factors. Into this the French architects have thrown themselves with characteristic spirit, and national competitions were held the past spring and summer for typical farmhouses, barns, shops and industrial village dwellings. The French sanitarians, city planners and summer for expectations are actively discussing other factors, and this problem of rehabilitating the devastated districts merges into a larger one engrossing all phases of public interest, that of reestablishing the whole economic fabric of France and lifting its industrial life to that plane among the progressive nations which her natural resources and her native ability warrants.

This in turn is bound to affect, if not revolutionize, the equilibrium between city and country as the mode of life in France. Every hostel in the industrial centers, every natched roof in the little feudal villages of an earlier economy, every grant of furniture or fuel for the congested réfugies in Paris, every modern labor-saving agricultural implement that goes to the devastated region, every mutile trained in its use, tips the balance one way or another be it ever so slightly. Even in the midst of the war and in the presence of immediate needs, the Red Cross must increasingly study these larger bearings and adjust its cooperative work to them.

That tiny fragment of territory which is free Belgium falls within the scope of American Red Cross activities in Europe. The United States government has of course taken over from England and France the responsibility for furnishing the huge grants (\$15,000,000 per month) to the Belgian Reliet Commission which, through the Comité National de Secours et d'Alimentation, ministers to the needs of occupied Belgium.

The Department for Belgium of the Red Cross has made a careful study of conditions and needs among the military and civilian population within its reach, and among the Belgian rélugiés now cared for in Switzerland and France; but it has also laid plans for meeting the situation when the bounds of its work are very different from what they are today.

of its work are very different from what they are today, Preparatory to any gain which will move the fighting line materially eastward in Belgium, the American Red Cross has appropriated 1,000,000 francs to accumulate supplies of food and clothing as close to the front as practicable, to be drawn against instantly for the assistance of newly-liberated civilians. It has appropriated 500,000 francs for a number of warehouses in Belgium or close to the Belgian frontier, so located upon railways, canals and highways as to make it possible to move supplies quickly; a base warehouse will be established and canal barges have been engaged.

The Belgian wounded, who have hitherto been widely scattered in small groups in French hospitals, are to be returned to Belgium to be cared for under more favorable conditions. The cost of the erection of a new 1,500-bed hospital, which must be borne by the Belgian Red Cross, is beyond the present resources of that society, and the American Red Cross is making an appropriation sufficient to meet the deficiency. It is establishing canteens at a central point at Wulveringhem and at Gravelines, where the soldiers and civilians at Lyudians at Lyudians

Conditions of life in free Belgium are extremely difficult for the civilian population. The entite territory is within range of shell fire from the German lines and is also subject to frequent bombing by aviators. Much use is made along the Belgian front of gas bombs. Finally, the territory is so densely occupied by the allied armies that normal life is impossible. This condition of things affects the children most seriously and the Red Cross is aiding in efforts to remove them to safer homes and afford them schooling.

Under, the patronage of the queen of Belgium a colony for children was established at the little town of Vincken more than two years ago. Several buildings were erected in the open country amid fields and gardens, and the school has grown until at present it shelters 500 children. Children are admitted between the ages of four and thirteen years. While the school is within reach of the long range guns of the enemy and might easily be attacked by aviators, it has always been entirely free from harm. The colony has not been able to receive babies under four years of age. They cannot well be taken into France or Switzerland without their mothers and are particularly subject to the prevailing hardships. The American Red Cross will erect and equip a special pavilion for these little ones.

About 6,000 children under sixteen years of age have been placed by the Belgian authorities in colonies or family homes in France. The work can go on only so fast as accommodations can be provided; and the American Red Cross has appropriated 600,000 francs to extend the existing colonies so as to care for 600 more children. It is providing for an even larger number of children from occupied Belgium, brought through Switzerland to the south of France.

THIS is the second of a series of articles by the editor of the SURVEY on the work and plans of the American Red Cross in France. The first may be found in the XWEY for November 24. Later articles will describe and interpret various where aspects of the far-flung work of American social service overseas.

# The Health of Soldier and Citizen

# I. Europe

# By Gertrude Seymour

OF THE SURVEY STAFF

ENGTHENING shadows drew across the streets of a little village of Picardy one autumn afternoon three years ago. The stillness of the day was broken by the sound of an approaching ambulance trainmoters and carts taking wounded soldiers to the base. Many delays had occurred on the journey, for out-going troops must always have the right of way. And so the sick men were very tired, too tired to respond to the salute of a poilu in the village or of the aged peasants who took their pipes from their mouths as the train passed, too tired even to notice that M. Ie cuse came from the chapel and stood bare-headed to watch them out of sieht.

A Canadian soldier saw this and wrote of it in his home letter. And his sketch is placed at the opening of this paper because it is the miniature of a great element in the war—the sick soldier. During the progress of the war the soldier will be thought of primarily as fighter; in the retrospect of history he will appear as sufferer also—as a new challenge to medical science. All the knowledge and art of medicine have been brought into play as never before. In the midst of a contest with known disease on a scale hardly imaginable, it has had to face new disease for which previously there had not been even a name. With new achievements in treatment and alleviation there has come also a demonstration of sanitary protective measures that reach from battlefield to countryside and from trench to city street.

War has tested the ability of modern medical and sanitary science to cope with remarkable conditions. New methods of action have drained human endurance. The capture of thousands of prisoners created new settlements of population where no adequate preparation had been made for them. New missiles, delays in rescue, exposure to polluted soil threatened for a time to render meaningless the word antiseptic. And the throngs of troops of many races, assembling in foreign climates, were exposed to strange infections and themselves in turn carried into the new surroundings the infections of their native lands. To these infections civil as well as military populations were open, since interrelations between soldier and town cannot be wholly broken off. Prisoners are taken, billets may be necessary in towns and villages, there are hours when the soldier may go free, refugees must be cared for and the very grace of hospitality becomes a means of spreading infection. As one writer said of the reception given to Belgian refugees in London: "Poor vied with rich in showing practical sympathy. . . . Families that had barely enough for themselves pinched and squeezed to show hospitality,"

A ND then there are the incidental demands upon the army medical force in parts of the country where local physicans and health authorities have been called into military service. French medical officers give this service under the instruction of the war department and without payment. English doctors have naturally followed the example, treating wounds from stray shells, teaching a peassant a hasty lesson in the sanitation of his well or serving as an emergency accoucheur. But there is no official record of all this, though the case smertimes numbered two hundred and forty-five a day. "It

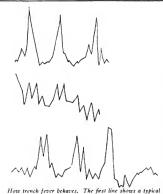
just seemed the natural thing to do," said one officer by way of explaining the absence of statistics.

Records available for the past three years show a remarkable difference between the medical experience of western Europe and that of the eastern countries, Poland, Galicia, Russia. In the East, crude epidemics followed at once upon the surgings to and fro of thousands of human beings during the first wild year. The West tells a story of disease control. Cholera, typhus and smallpox have gained no foothold among French and English troops, but little among Italian.

G O grave had the situation upon the Russian border become, late in 1914, that a special "hollera service" was called out by the Russian government. Switzerland quarantined against Austria, Galicia, Poland and Russia; Vienna acknowledged that cholera was "rather frequent" in the troops on the Russian frontier and that a serious epidemic had broken out among the civil population along the border. The death from cholera of the only Austrian officer who refused vaccination, thought from Berlin a prompt re-vaccination order for all rail-way employes in the eastern part of the empire. Trieste developed nineteen cases in ten days, each in a different part of the city, but traced them all finally to a carrier employed in a central market. Athens reported that cholera was "raging" in the Turkish army. Reports of the disease in different parts of Germany frequently add, "brought in by Russian prisoners." Even during the first half of 1917, 2,400 cases were reported.

Conditions were not much better in Galicia and Poland. At Cracow one cholera case was found in October just before trains from the East brought other cases, thousands of people being inevitably exposed to infection en route. These 14,000 were quartered in one village, vigorous anti-cholera measures were applied, and only twenty new cases developed. A German physician was sent to a village of seventeen houses where 480 men in various stages of cholera were lying on wet straw in rain-soaked tents. Some had been there for five days. The ductor took possession of the five largest houses of the village. sent the owners to visit their neighbors, applied control measures and stamped out the epidemic. When they were ready to abandon the place, his aids carefully sterilized and whitewashed rooms and furnishings and, adds the doctor appreciatively, "The villagers gladly aided to expedite our departure."

Whether the typhus epidemic of Serbia in 1915, will prove to be the greatest of these years, will not be known until the medical history of the war is written. Germany has not been without typhus since 1914, when the first virulent infection was brought from Russia. The disease was reported as "serious" in the great Russian prisoners' camps of both the central powers, but figures for 1915 were "not made public." Such records for the following year as were made public are incomplete. "Official statistics which were published in Berlin, December 3, [1916] state that on August 1 of this year there were 1,663,794 prisoners of war in Germany. In the two years of the war, 20,297 prisoners had died; of these 6,032 died from tuberculosis; 4,201 from typhus fever; 6,270 from wounds, and 6,605 from other illnesses." (Berlin Letter to wounds, and 6,605 from other illnesses." (Berlin Letter to

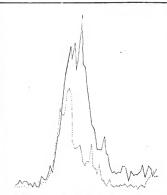


How trench fever behaves. The first line shows a typical weekly rise of temperature, rising toward evening and sinking about thirty-six hours later; the second, a case with relapses at intervals of two days; third, called the long type, characterized by frequent, sharp and regular relapses. (Courlesy Dr. M. J. Rosenau, Freventive Medicine and Hygiene, Appleton.)

the Journal of the American Medical Association, December 9, 1916.) But evidently 6,189 are not here accounted for.

They learned in Galicia also some practical lessons concerning typhus. Clothing must be so arranged that vermin cannot get inside, wrote one doctor. Another learned to stand to windward when helping typhus patients to undress, that lice might not be blown toward him. A physician who had practiced for twenty-one years in Galicia, wrote that he encountered it constantly, averaging 100 cases a year. He believed it endemic in certain parts of Galicia, marshy places without sanitation of any kind. He considered it probable that here summer flies and mosquitoes or even fleas might share in the transmission of infection, an impression gained from instances of the disease in inspectors and other officials who had only looked into the room where typhus patients lay.

RACIAL difference in susceptibility is also reported. Physicians working among the Russian captives in one Austrian camp noted that the Russians had the disease mildly whereas it was severe among the Austrian physicians and attendants. Mortality among the Austrians was 24 per cent and over; none of the 300 and more Russian typhus patients died. Percentages of deaths among German attendants and physicians were suppressed by the censor, though the comment stands that "the Russians display a much greater resistance than the Germans do." Similarly it is reported from Tsing-tau. the former German base in north China, that 33 per cent of the Europeans contracting typhus there died but only 11 per cent of the Chinese. Such instances are said to indicate a possible racial immunity to the disease. Among Austrian civilians, 13,000 and more cases were reported in 1915; 12,000 in 1916; and in the first three months of 1917, 3,000 new cases, These are for the most part in Galicia, but cases are reported also from Bosnia, Hungary and Herzegovina.



The cases of cerebrospinal fewer reported from Spfember, 1914, to the ond of 1915 in England and Water. The dark line represents civilian cases, the broken line, military cases. The largest number of civilian cases in any week was 163; of military, about 90. (Chart sketched from special report of the Local Government Board, N. S. 110).

Special effort was concentrated upon Poland by the German sanitary administration in order to prevent the spread of "epidemic diseases of every kind" native to the region and stimulated by infection from Russian soldiers. In Warsaw and adjoining regions 16,000 cases of typhus are said to have occurred in the great epidemic, 8,000 of these in the city itself. According to the Berlin Letter, dated March 7, 1916, the following measures were at that time in operation: Notification of all infectious diseases native to the region, also of all cases of uncertain diagnosis; increased laboratory service; 250 new isolation hospitals built; a floating disinfection station placed on the Vistula-all in addition to the eight stations already placed at points on the Polish border near railway depots, each station consisting of eight buildings in which 500 men can be received at once, cleaned, examined, disinfected and about eight hours later passed on for further treatment. That eight institutions caring for 12,000 each day were insufficient to cope with conditions tells an important story,

Smallpox developed and, encouraged by the absence of compulsory vaccination, spread among troops, prisoners, refugees and people. 1915-1916 saw in Austria proper over 50,000 cases with 42,000 more in the provinces mentioned.

Dysentery is still acute in Prussia, according to a report of September, 1917. Of 13,000 cases since the beginning of the year, 8,000 had occurred in the fortnight preceding the report. Malnutrition is offered as a possible explanation of the condition both there and in Austria, for even milk was scarce and when available had already been robbed of its fat for use in munition factories. A Vienna newspaper is quoted as saying that not cholera itself fould be worse than the dysentery then raging. Hospital accommodation was more than overtaxed and the institutions of the "general" type were not provided with the additional toilet facilities for such an emergency, The

result was utterly indescribable until emergency outfits were secured and installed.

The epidemic of dysentery among British troops in Mesoptamia was caused by carriers among soldiers from north Africa. According to one account, the troops could not effect a sufficient landing to set up hospitals; transportation facilities were inadequate; medical supplies gave out—altogether the five days' return trip down the Tigris in a side-wheel steamer was an experience which the sick men still remember. But the conquest of Tigris water into a safe drinking-supply was a chemical triumph deserving of more than passing mention.

One questions the cause of such conditions. The high excellence of German attainment in sanitation is beyond question, also the prestige of Vienna and Budapest in science. Health departments in cities of Poland, Galicia, Austria and Russia, are said to be well organized and in charge of high-grade officials.

One answer is suggested by the experience of the physician who found typhus endemic in Galicia. There is no effort on record to eradicate the infection from whole areas on such a scale as the malaria eradication work begun in southern France and northern Italy, or the yellow fever and hookwork campaigns in this country. Still further, the poverty and habits of a large proportion of the population are to blame. Of Galicia's eight million people a large number are engaged in mining and iron industries. Squalor and overcrowding in the towns, says Dr. Bruce Low, in his special report on typhus to the Local Government Board, 1916, make typhus a regular autumn visitant, the cases increasing toward spring. Infection is often spread-as in Ireland (which, by the way, shares with Galicia and Mexico the doubtful honor of being one of the world's three foci of typhus)-by the peasant ceremony of a funeral feast or "wake," quite regardless of what caused death. The spread of typhus is directly furthered also, according to Dr. Low, by vagabondage, "Homeless vagrants travel slowly and spend their night in overcrowded and insanitary lodgings. They seldom wash and wear the same clothing day and night. This class gravitate to prisons, night shelters and low-class lodging houses: thence to hospitals. where their clothing may bring infection to attendants and doctors,'

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On the Professor Pales.

One rather amusing difficulty which German sanitarians had in dealing with Russian typhus patients came, one would think, from the frugal instincts of the Russian peasant. He preferred to bury his vermin-infested clothing against less exacting days rather than submit it to this mysterious process of disinfection; and if unable to hide it thus, he tried to sell it to a countryman going to another place—a custom containing "leads" for the epidemiological.

OBVIOUSLY it is no easy task to educate a "public" of far as one can discern in the records, there has been little if any attempt to do so. The health departments seem to be rather research centers than headquarters of general sanitary administration. A further proof of the novelty of health information may be the enthusiasm with which the occasional exhibits of which one reads, or lectures of a popular type, seem to be received in these countries. But the number of such popular educational devices is certainly increasing in all the countries of eastern Europe, and the numerous "special courses" for nurses and visitors among the people may be a nearer approach to such work as that of our public health nurses than these fragmentary reports reverb.

But even with modern methods and full authority, the task is a slow one. Even Germany had a problem of popular sanitary education. An article in Therapia for Gegemuar (Berlin), August, 1914, recalls Koch's injunction that a campaiga be kept up against malaria in southwestern Prussia so that when the time came for the troops to enter that district again they might do so without fear of disease. In spite of this, says the article, malaria is by no means conquered there. If 1904 saw over 3,000 cases in the region, 1913 saw still about 1,100. And recalling also the typhoid lingering in the region and various insanitary conditions, the 'article concludes with a familiar injunction, "The people must be taught to wash their hands!"

It is of interest to note in passing that the Austrian budget for 1914-15 included a large sum for "sanitary and social purposes." Among these were work against malaria in the Southwest, against pellagra and trachoma in the Tyrol and east-



AS soon as there was time to supply preventive and curative measures to the three million French troops, the number of diseases and of deaths fell to a remarkable degree. The 16000 cases during the first month of 1915 are only 2010 as year later and less than that early in the present year. An equally striking decrease in the number of deaths in the same time is shown in the second chart. Both cuts were made from the charts weed by Surgeon-Maj. Eduard Kist at the convention of the American Public Health Association at Washington in October.

ward; opening new laboratories; and issuing publications on infant mortality, sex education and general hygiene. Perhaps the creation of a ministry of hygiene and social welfare [the SURVEY for August 25] means that the timely appropriation was passed and is now available.

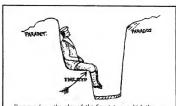
Before turning to conditions in the western part of Europe, note the status of the medieval terror, plague.

In a striking article on the history of plague, appearing in the Scientific Monthly for June of this year, Dr. David Greenberg of the American Museum of Natural History says: "Very few people realize that at the present time we are in the midst of a potentially serious pandemic [of plague] and that only the constant vigilance of our authorities enables us to avert such epidemics as culminated in the Black Death of the fourteenth centure."

"No rats, no plague," Dr. Greenberg gives as the only slogan of safety. In the more thrilling stories of war events, details regarding the examination of thousands of rats year in and year out and the finding of one infected by plague, pass unnoticed save by the few alert to the meaning of such figures. But the upheaval of humanity naturally causes a disturbance among rodents and their migration is a fact to be watched with closest attention. In the hands of inspectors at quarantine and workers in port laboratories, rat guards and test tubes are no inconsiderable weapons of national defense.

In the French and English armies, there have been few epidemics, said Surgeon-Major Eduard Rist of the French Scientific Commission, speaking before the recent convention of the American Public Health Association: "There has been no typhus in France, though troops came from Morocco where the disease is endemic. There has been no cholera. The epidemics which we have had were typhoid in the first months and tropical dysentery, now under control. Malaria also is prevalent."

The task of controlling typhoid opened a brilliant chapter of new medical history. In the urgency of mobilization there was no time for France to make a thorough examination of the individual soldier. Inevitably there followed upon the assembling of thousands of men a severe epidemic of typhoid. Research directed toward the conditions both in the zone of the army and in that of the interior presently found confirmation of a theory which has been winning acceptance ever since the Spanish-American War—that in many cases of so-called "typhoid" there were symptoms which could not be fully explained under that name only. In abundant numbers there were found in the French laboratories organisms named



Pressure from the edge of the fire-step, on which the man in the trench may "rest" for a few moments, helps to check circulation and predisposes to trench foot, (Courtesy Dr. M. L. Rosenau, Preventive Medicine and Hygiene, Appleton.)

by bacteriologists, paratyhouu A and B. And paratyphoid, "first cousin to typhoid," was demonstrated—and also controlled. For the vaccination which in so many instances hitherto had failed to protect against what was supposed to be an a-typical attack of typhoid fever, became splendidly successful when to the bacillus of typhoid in the vaccine there were added the two other closely related bacilli. Major Rist's dramatic charts on page 229 tell the story to the eve.

The outstanding epidemic of 1915 in western Europe was that of cerebrospinal meningitis which broke out in a British training camp. Cerebrospinal fever has been called a disease of children and soldiers, especially, says Rosenau, soldiers living in barracks, garrisons or camps rather than those in the field. Since 1912 it has been a notifiable disease throughout England and Wales; for the five years earlier its notification had been compulsory in London. Lack of close acquaintance with the disease in earlier years doubtless passed many actual cases which were locally known as "stiff-neck fever" or "epidemic neck-cramp." Wales has been singularly free from it; Ireland has suffered, some outbreaks reaching a mortality rate of 79.4.

### An Epidemic in Camp

The difficulty of identifying the disease is great because of its many forms. The International List of Causes of Death, adapted to England and Wales, gives under the heading, "meningitis," first, cerebrospinal fever, for which there are four different terms; posterior basal meningitis, five terms; and "meningitis—other forms," twenty terms, not including the tubercular or rheumatic forms.

That these forms of disease of the cerebrospinal nervous system are increasing is shown by the figures of the English Local Government Board for 1912-14, which showed the disease to have been steadily prevalent rather than epidemic, the incidence greatest among children under 15 (74.82 per cent), greater among males than females, but in both of a high fatality.

Attention was focused on the disease in laboratories of the Local Government Board and a detailed report, issued after the epidemic of 1915, is striking for the extent of the problem it presents to science, health and social administration alike. It emphasized the risk of overcrowding in either town or camp.

This report assumed an even greater importance because of the outbreak in the British military training camp. Suitable barracks could not be erected on short notice and the winter of 1914-15 found soldiers overcrowded in such barracks as there were and billeted upon the civil population. Soon it was evident that cerebrospinal fever was becoming epidemic.

The story of that outbreak is of special interes: from the point of view of public health. The attunulating cause seems to have come from Val Cartier, the Canadian training camp, soldiers from which reached England in October. Three cases occurred on the voyage. Records of the early cases indicate that the disease was conveyed by carriers, themselves healthy, to persons susceptible—the child in the inn frequented by Canadian soldiers, the boy who delighted to play in the Canadian camp. Histories of direct infection are numerous, especially among those who had cared for cases of "influenza," also, lest the matter be settled too easily, many instances with "no record of infection," sporadic cases, as the woman of forty-six living with her daughter on a farm. The total number of cases notified during the year 1915 was 2,565.

Cooperation was promptly effected between the local community, the military authorities and the health officers and central board. An adviser from the Local Government Board was asked for by the community—Salisbury Corporation (town council), which also furnished laboratory facilities under the direction of Lister Institute and vaccine for the protective inoculation of the inhabitants, more than 3,500 of whom accepted the offer. Says Dr. R. J. Reece, of the Local Government Board, in his statement regarding the epidemic:

This is the first instance in England in which as attempt was made to render a population immune to epidemic cerebrospinal fiver through protective inoculation, and though only about 11 per cent of the cenus population were inoculated, special attempts were made to secure the inoculation of all contacts. In this way it is conceivable that the bulk of those who were especially exposed to infection were dealt with. The numbers are too small to afford a basis for deduction as to the advantages gained from the procedure adopted. It is on record that (1) no definite illness, either local or general, beyond normal reaction, resulted from the inoculation and not a single case of sepis occurred; (2) no inoculated person contracted the disease, of sepis occurred; (2) no inoculated person contracted the disease, instances all the junior members of the family had been inoculated except the one attacked; in another the fasher was the patient and his children, incoulated previous to his stack, were not affected; and in one instance an uninoculated child of a family of six, two of whom had been previously inoculated, was attacked.

In France the disease has occurred sporadically, epidemics being rather definitely localized and, as French observers have pointed out, occurring usually after a period of severely cold weather and apparently related to prevalent influenza. The Low Countries and Scandinavia appear to have little cerebrospinal fever. In Germany, cerebrospinal fever has in recent years become prevalent at times among soldiers in barracks and among the inmates of prisons, workhouses and similar institutions. Of the German states, Prussia has suffered most in late years, sepically in the province of Silesia, a coal-mining region. Austria has had the disease also, almost steadily for the past twenty-five years. As to the experience of these countries during the war, records are fragmentary.

#### New Foes at the Front

IN ADDITION to the old foes in epidemic form, new ills appeared in western Europe in 1915, diseases not hitherto known or described. They are nearly all associated with the trench type of warfare and may be passed with very brief mention.

"Trench foot" (frost-bite or "water-bite," as it was at first called) is a condition resulting from fatigue and the lack of circulation in the feet after standing for hours at a stretch, often in polluted water. Circulation is further hindered by pressure under the knee when the soldier snatches a rest by sitting down on the firing step. Tight shoes and puttees that shrink complete the mischief. "Pins and needles," or "going to sleep" sensations are the first warning. The feet swell as blood clogs in the capillaries and unless treatment is prompt, gangrene sets in. It is noteworthy that among the Belgians, who wear no puttees, and the Russians, whose footgear is a piece of heavy flannel tied inside a loose shoe, trench foot is very rare. The term frost-bite is now generally discarded, for the condition is in no way dependent upon temperature. Sir William Osler traces the influence of nervous fatigue in this affection, because of the extreme sensitiveness that extends sometimes only through the foot itself, sometimes reaches the ankle, sometimes becomes a complete nervous breakdown. "The truth is," he wrote on February 3, 1915, "the trenches have been a veritable hell and it is not surprising that a good many of the men show signs of severe nervous shock."

"Trench fever" is a vague fever of recurrent type, as the typical chart shows. Headache, general malaise or "all-overish-ness," sometimes with "grippy pains," are its highly perplexing symptoms. Said a British physician:



The Service de Santé, with a certain French army. (By permission of Admiral Braisted from a report on Medico-Military Aspects of the War, by Surgeon A. M. Faunt-lergy.)

The most striking feature in the condition of the patients was the absence of any objective signs. There was little constitutional disturbance, and only three patients looked really ill. The temperature was a first raised, then fell to normal, and this fall was followed by one or more relapses . . . It is certain that the disease is not not considered to the control of the contr

Attempts to trace the exciting cause of this fever are said to be thus far disappointing.

"Trench jaundice" is attributed by some medical officers to a specific infection; by an increasing majority to the influence of nervous factors upon the functioning of the liver. Attacks seem to be most frequent in idle times and in the spring and often coincide with expressions of homesickness.

Several causes of "soldiers' heart" are on record. A previously sedentary life causes often a weakness of the heart that is concealed in the excitement of recruiting and even in preliminary training. Excessive tobacco, alcoholism, drugthabits or some form of syphilitic affection, are found in thistory of various cases. A genuine neurosis is apparently the only explanation in a large number of cases and the instances of this belong to a future discussion on nervous cases.

The question of tuberculosis abroad has already been discussed in the SUNVEY (May 5, 1917) and will be later reported. So also the remarkable work in war surgery that is linked everywhere to the training of wounded or maimed men in a new trade or profession.

A closing résumé of actual methods of sanitary control is needed at this point. And first among these is the detection of carriers. That the healthy human being may for months or years carry organisms which work disaster to his more susceptible neighbor has long since been confirmed. Instances of this kind have been mentioned already in this paper—the

carriers of amoebic dysentery who conveyed infection to the Pritish troops, the cholera carrier in Trieste who from the vantage point of a public market started nineteen different cases in the city. In a garrison of 2,000 men at Capua, 600 carriers of meningoocci were found during an epidemic of cerebrospinal meningitis. Later two hundred more were found, some being among the "recovered" case. Circumstauces attending this epidemic (i. e., cases among the cavalry only) suggested an inquiry concerning the part played by animals in the outbreak, but the investigation has apparently been postponed for the present. The detection of hookworm in a reservits tooller at Rome brought out a warning to Halaina sanitary authorities to be on the watch for unusual

A second step in sanitary technique is watching the exposed. When a rise of temperature gives the medical officer so wide a range of diagnosis as measles, mumps, early small-pox, typhoid, typhus, malaria or even plague, precision is a matter of some importance. And as measles can cause an inconvenient degree of disability, that ailment is as carefully watched for as any other. A train of two hundred soldiers reached a certain eamp. Next day one man came down with measures. The one hundred and ninety-nine contacts were notified to appear for examination of nose and throat at 3 p. xi. daily till further notice. Cultures, swabs, sprays were the daily drill and only five more cases occurred.

Systems of notification have been put into effect. Local

health officers have notified nilitary officers of the incidence of sickness near camps or zones of action and occasionally have received word in return of illness in camp. Even within the armies, knowledge of disease existing in one part has helped to determine the diagnosis of a difficult case in another; for symptoms have been strangely modified at times. Actual typhoid might have been taken for slight fatigue in one place had the medical officer not been on the alert knowing that there were cases of typhoid in the next division and therefore taking no chances in the case before him.

Prompt isolation of detected infections, prompt use of vaccines and sera, externination of rodents and insects, purification of water-supply, application of proper tests to all connected with the commissary departments, laboratories at home as a source of supply and a means of research in difficult questions, laboratories at the base for active service, motor laboratories to take quickly to any part of the field a needed supply and render special assistance there—it is all the best sanitary technique of civil life applied on a marvelous scale to the new circumstances. And finally, be it said, that personal hygiene is, when possible at all, more the interested and voluntary concern of the soldier than exclusively a matter of compulsion. "The men want to keep fit:

If there at once occurs the grave question about venereal disease—that is the result of a social tradition less trust-worthy than that of the new hygiene. It will be the subject of a later paper.

# Organized Labor in War-Time

The Convention of the American Federation of Labor

By John A. Fitch

OF THE SURVEY STAFF

ID organized labor really express itself at the convention of the American Federation of Labor which adjourned last week in Burfalo? If it did, what did it say? That is the question that constantly recurs when one attempts to analyze the action of the convention, and to interpret its significance. The two outstanding superficial impressions of the convention are its harmony and its particists. Are they correct.

The changes in point of view and in attitude in this convention over that of one year ago, in Baltimore, are radical and some are perplexing. It is not strange that, for President Gompers "lay on MacDuff" in his ringing defance of the employers one year ago, there should be substituted fervent exhibitions of patriotism and denunciations of the Kaiser. We are at war and the whole tone of the convention reflected that fact. But many of the speeches and resolutions in this year's convention indicate a change that is remarkable.

At the Baltimore convention a resolution was adopted condemning military training in the public schools and stating that the American Federation of Labor is "utterly opposed to militarism." The committee to which this resolution was referred in that convention recommended that it be rejected. Andrew Furuseth was chairman of that committee and therefore was the leader in the fight for its rejection. James Duncan, president of the Granite Cutters' Union, was the most prominent figure in the convention to argue for its adoption. Mr. Duncan said that he, had come away from the previous convention "broken-hearted" because a resolution of this character had been defeated, and he pleaded for its adoption.

This year, although Furuseth did not speak in opposition to the present policy, either of the federation in support of the war or of the government of the United States in entering the war, it was well known that no delegate was more dissatisfied with the present state of affairs than is the president of the Seamen's Union. James Duncan, on the other hand, the pacifist of 1916, has so placed himself on the side of the government in the present war that he was selected by President Wilson as the labor member of the commission sent to Russia, and he stood sponsor on the floor of the convention for some of the most distinctly pro-war resolutions.

I do not mean even to suggest insincerity in either Mr. Duncan or Mr. Furuseth. The Scamen's Union, under the leadership of Mr. Furuseth, has given loyal service to the government of a distinctive character, and Mr. Duncan's opposition to military training, in time of peace, had no particular relation to his support of the government in war time. But the changed role of these two men on the floor of the convention indicated very strikingly the changed situation in which the federation finds itself.

The dominant note of last year's convention was militant opposition to non-union employers. The dominant note this year was loyalty to the government. There could be no doubt about that from the unprecedented opening of the convention, with an address by the President of the United States who

had taken an all-night railroad journey for that purpose alone, to the very end, thirteen days later, when the Executive Council's report on terms of peace was discussed. There was no time when the thought of the government and war were not either in the background of discussion or prominently and specifically the subject for consideration. And so old issues were forgotter, old difficulties were wiped out. It could no longer be predicted with safety how a delegate with a known record in a dozen or more conventions, would east his vote in this convention, except on the one subject of loyalty to the government.

#### Rout of the Pacifists

So eacea were the majority of the delegates to go on record that they did not wait for the main issue to arise. Significant of the spirit of the convention on this subject was the action on some of the resolutions that dealt more or less directly with war. On Monday, November 19, a resolution of no great importance was offered for passage endorsing the American Alliance for Labor and Democracy. This led to the one supreme battle of the convention. Throughout an entire afternoon the debate raged back and forth, not so much upon the merits of this particular organization, fostered by Mr. Gompers as a sort of counter irritant to the People's Council, as upon the attitude of the federation officials toward the war. When at last the vote was taken by roll-call, only fifteen delegates, representing 402 votes, opposed the resolution. Delegates representing 21,602 votes voted in favor of it.

The only other record vote taken on a similar issue was on a resolution recommending the extension of the conscription law to aliens living in the United States. Twenty delegates voted against the resolution and more than 400 in its favor.

Singularly enough, these test votes came on minor or subordinate issues. When on Tuesday, the next day after the great fight of the convention, a committee recommended the adoption of a resolution endorsing every single act so far taken by President Gompers and the Executive Council in connection with the war, it was adopted without discussion and by unanimous vote. This is one of the facts that makes it difficult to analyze with very great assurance the attitude of this convention.

It was to be expected that there would be enthusiasm in support of the government. That is probably the explanation for the resolution that proposed that immigrants should no longer be admitted to membership in unions until they have either become citizens or expressed their intention of so doing. The reasons advanced against the adoption of this resolution were obvious and sound. It would make the employer give preference to aliens; it would stimulate membership in the I. W. W.; it would make strike-breakers incidentally of the Chinese on the Pacific Coast who are ineligible to citizenshipso the resolution was rejected. This was a sound and reasonable action, but it leaves one a bit puzzled. Not all of the acts of the convention were equally sound and reasonable. On Monday, approval of the Alliance for Labor and Democracy was made the test of loyalty to the government. There seems to be no very good reason why, on Wednesday, the resolution to bar aliens from unions was not similarly made such a test. Here the patriots were mildly inconsistent. But why were the pacifists so reasonable in their attitude on this question when the day before they had so enthusiastically and illogically voted to keep the conscription law discriminatory and unjust, in respect to the exemption of aliens from its provisions?

These are questions that cannot be answered. The situation back of them is merely another of many indications of the difficulty that the labor men have experienced so far in adjusting themselves to the new and unfamiliar conditions arising from the war.

Never was the breaking down of old prejudices and old alignments more clearly revealed than in the private convenation of delegates whose position has been well known in the past. I asked a man who has been prominent as a leader of the radicals what his attitude was toward strikes. He said there shouldn't be any strikes now that we are at war. I asked him if he would favor compulsory arbitration and he replied, "I'm for anwhiping that will help win this war."

Another, a Socialist of long standing, told me that if he could be absolutely assured that a compulsory arbitration law, if enacted, would be operative for the period of the war only and then become definitely and positively inoperative, he would publicly urge its adoption. It was a conservative leader, one of the ablest of them and whose stand "with the President" is beyond question, who told me that not even as a war measure would he be willing to accept compulsion with respect to industrial disputes.

The changed attitude appeared, too, in the proceedings of the convention. All of the old quarrels were dropped, excepting jurisdictional disputes. None of the issues that have been fought over in the past even came up for discussion. Industrial unionism was forgotten. The general principle of eight hours by law for men was not even mentioned, but a resolution was adopted without debate favoring the extension of the Adamson law to cover all railway employes. Another resolution was adopted without debate urging a federal eighth-hour law for women and children. The old, bitter antagonism between conservatives and Socialists cropped out in the debate on the so-called patriotic resolutions, the assumption being that those Socialists who stood by the administration are Socialists no longer. But the Socialist sue as such was a negligible one.

It is not to be supposed, however, that there were no disputes or differences of opinion in this convention. There were, and it is an interesting fact that on subjects not directly related to the wat there was a certain tendency to vote against the administration. In a controversy, for example, between the Central Federated Union of New York and the White Rats Actors' Union in which the Gompers influence appeared to be on the side of the Central Federated Union, the convention almost to a man sided with the White Rats. President Fitzpatrick of the actors made a speech an hour and a half in length in which he scathingly excoriated the officials of the Central Federated Union, to the manifest delight of the convention.

### The "Autocratic" Mr. Burleson

IN ANOTHER resolution that the committee to which it was referred tried to sidetrack, Postmaster-General Burleson was denounced for his attitude toward the unions of postal employes. The resolution described him as an autocrat and directed the Executive Council to endeavor to secure an audience with President Wilson in order to lay before him the grievances of the postal employes. President Thomas F. Flaherty of the National Federation of Post Office Clerks, and delegates from other unions of postal employs, took the floor on this resolution and so completely won the delegates over to their point of view that the committee was voted down and the resolution adopted.

In other and minor matters action was taken that was not in accordance with the program. The thing that has aroused the most comment, however, was the defeat of John B. Lennon as treasurer, a position he has held for twenty-eight years. The treasurer are differences of opinion as to what this really signifies, but it is generally accepted as a set-back for the Gompern

régime. The most singular feature of the situation is the fact that Lennon is in many respects the most progressive member of the Executive Council, while his successor, Daniel J. Tobin, president of the Teamsters' Union, is generally considered an ultra-conservative. Some of the radicals who voted for Tobin explained their vote by saying that they didn't care whom they elected if only they could make some inroad on the solid ranks of the Executive Council, the members of which have for years for the most part been reelected at every successive convention.

### Labor's Peace Terms

This most important expression of the convention, naturally enough, related to the peace terms and the peace conference, which will eventually meet. The Executive Council, in its report, after urging that there must be "adequate and direct representatives of the wage-carners among the plenipotentiaries sent to the Peace Congress," offerd "the following declarations as the basis on which peace must be negotiated":

- The combination of the free peoples of the world in a common covenant for genuine and practical cooperation to secure justice and therefore peace in relations between nations.
- Governments derive their just power from the consent of the governed.
   No political or economic restrictions meant to benefit some na-
- tions and to cripple or embarrass others.

  4. No indemnities or reprisals based upon vindictive purposes or
- 4. No indemnities or reprisate based upon vinceive purposes of deliberate desire to injure, but to right manifest wrongs.

  5. Recognition of the rights of small nations and of the principle.
- "No people must be forced under sovereignty under which it does not wish to live."
- No territorial changes or adjustment of power except in furtherance of the welfare of the peoples affected and in furtherance of world peace.
- In addition to these basic principles which are based upon declarations of our President of these United Stares, there should be incorportated in the treaty that shall constitute the guide of nations in the new period and conditions into which we enter at the close of the war the following declarations, fundamental to the best interests of all nations and of vital importance to wage-earners:
- No article or commodity shall be shipped or delivered in international commerce in the production of which children under the age of 16 have been employed or permitted to work.
- age of 16 have been employed or permitted to work.

  2. It shall be declared that the basic workday in industry and
- commerce shall not exceed eight hours.

  3. Involuntary servitude shall not exist except as a punishment for crime whereof the party shall have been duly convicted.
- 4. Establishment of trial by jury.

These declarations were adopted by the convention, practically without change. In addition it was proposed that, hereafter, the different governments, besides having diplomatic representatives now accredited to the various capitals, exchange labor representatives so that there may be adequate representation of the people of every country.

The convention endorsed woman suffrage and adopted the resolution on the federal amendment. It demanded for women the same pay as men when doing the same work. It provided for a special Negro organizer to work among the colored wage-carners of the South. Two resolutions were adopted charging Postmaster-General Burleson with suppressing papers devoted especially to the interests of labor and protesting against such acts, declaring that they were contrary to the constitution of the United States.

One of the most interesting and constructive of the things done by the convention was the adoption of a report of the special Committee on Cooperation, which was appointed as the result of a resolution adopted at the Baltimore convention last year. The report endorses the Rochale plan of cooperation, and proposes that a "qualified trade unionist cooperator be appointed by the president of the American Federation of Labor to serve one year as Jecturer and adviser on the practical work of Rochale cooperation." It proposes that this repre-

sentative shall visit localities where cooperative societies have been formed, or are about to be formed, and give information and assistance for the formation of such organizations. It was proposed that every local union in the American Federation of Labor contribute one dollar toward advancing this cause. In a lengthy statement the committee set forth the purpose of cooperation and the arguments in its favor, stating that "it is just as essential that a working man should get ren dollars" worth of actual value for his wages when he spends them, as it is that he should get the ten dollars that he is entitled to for the labor he performs,"

The most interesting thing about an assembly, whether of labor men, capitalists, church men or any other, is not so much what it does as the more or less unconscious revelations from time to time of human motives. The Buffalo convention of the American Federation of Labor was no exception. A resolution was introduced providing for a national charter for stenographers and office workers. In different parts of the country there are quite a number of local stenographers' unions affiliated directly with the American Federation of Labor. The ones with the largest membership of office workers are composed either of government employes or of the members in the offices of the headquarters of the unions themselves; consequently, there are fair-sized locals in Washington, Chicago and New York city. There is one in Indianapolis where a half-dozen international organizations have their headquarters. At the time when this resolution came up for action, an individual member of one of the office workers' locals, without conference with his fellow delegates, distributed through the convention a circular containing a severe attack on Frank Morrison, secretary of the American Federation of Labor, and charging him with dealing unfairly with the members of the local who are employed in the office of the fedcration.

#### Welfare Work in the Bricklayers' Union

THE reaction to the resolution and the circular was very interesting. The delegates, specially those who were officers of international unions, did not feel that they were dealing with a union of coordinate rank—they were employers who were confronted with a proposition from the union of their own employes. So they acted and talked just as employers do. William Dobons, secretary of the Bricklayers' International Union, remarked "the employes of the international organizations have no need of a union." He stated that they have short hours, good wages, and that, so far as he was concerned, "I go around every morning and speak to the employes, say good morning, and if any of them are not feeling well, I send them home."

Dobson was very indignant over the artitude of the stenographers' union. He said that because their employers are union men, they think they can hold them up. "I for one," he told the convention, "refuse to be blackmailed." The convention saw the matter in the same light as did the international officials, and refused a charter to this importinent organization.

Another very human reaction was the evident pride of achievement because of the great increase in membership, and other evidences of the strength that has come within the past year. Not until the year 1914 did the membership of the American Federation of Labor pass the 2,000,000 mark. It dropped below it in 1915, and in 1916 was some 72,000 in excess of that number. The membership reported to the Buffalo convention was 2,371,434—an increase of nearly 300,000 members in one year. There are very striking cases of rapid increases on the part of many of the unions. It was evident

on every hand that delegates felt the present to offer the greatest opportunity for the extension of unionism in their entire history.

In this connection, the change that was agreed to in the date for the annual convention is of interest. Hereafter it is to be held in June instead of November. While this does not, in all probability presage the formation of a new party, as some have suggested, it does have political significance. It means that plans will now be made before election, instead of afterward. It suggests the possibility of increased political as well as industrial activity, as a result of the recent gains in membership.

Perhaps it was because of the sense of security which such a situation had engendered; perhaps it was the bewildering effect of the rapid changes and developments in industrial conditions and problems since the beginning of the war-but, whatever the cause, the convention failed to deal with the large problems that have developed since the last convention in a large and statesmanlike way. Nothing could be more deplorable than the haste with which some matters of very great importance were disposed of, and the waste of time on other matters of relatively little importance. There was so much discussion in the earlier days of the convention that on the last day important business was rushed through without much consideration. A resolution that was adopted on the last day by unanimous vote, without debate, and without even being read in its entirety, recommended that any federal judge who declares a law unconstitutional shall thereby forfeit his office. On the other hand, the discussion over the stenographers' union occupied practically all of one afternoon's session and a considerable part of the evening session which followed.

# Jurisdictional Fights Banned

THE attitude of the convention toward strikes was not on a par with that of some of the international unions. Andrew Furuseth, on the floor of the convention, scornfully accused his fellows of patriotic "lip service." Such a characterization would have been clearly inapplicable at the convention of the Building Trades Department of the American Federation of Labor, which met just before that of the federation. It is the building trades which are cursed beyond all other industries with jurisdictional disputes and strikes. It was agreed in this convention of the building trades that there shall be no more strikes over jurisdictional matters throughout the duration of the war. Instead of that, whenever a jurisdictional dispute arises, the presidents of the two international unions involved shall immediately be notified and the union which is engaged in doing the work is to be permitted to continue without interference. The protesting union will not call a strike. The presidents of the two unions involved must go to the scene of the trouble and endeavor to adjust it. If they fail, however, to come to an agreement, the matter is to be referred to the president of the Building Trades Department, who has the final and deciding voice.

The coal miners, too, are cooperating with the government in every possible way to prevent a stoppage of work. When the fuel administrator, Harry A. Garfield, agreed some weeks ago to an advance in the price of bituminous coal in order that the wages of the miners might be increased, he stipulated that in the wage agreement then to be signed a penalty clause should be inserted providing that there should be no strikes or lock-outs throughout the term of the con-

tract and providing a fine of one dollar a day to be assessed against miners who strike despite the agreement, and an equivalent penalty against any employer who locks out his men. This agreement has been accepted by the United Mine Workers and they are doing everything in their power to get the local unions to accept it.

### Need of a Constructive Program

THESE are encouraging signs. But they represent a tendency that is by no means universal. No program was adopted or considered by the Buffalo convention looking to the elimination of strikes during the war. Many of the delegates were outspoken in their determination that the right to strike should not be curtailed even by inference. On one of the last days of the convention a resolution was adopted setting forth very clearly and excellently the necessity of cooperation between employer and employes for the encouragement of production. It pointed out that organization is necessary on the part of employes as well as employers if such cooperation is to be made possible, and it laid it down as "fundamental" that the employers should meet and deal with representatives of the employes. So far as the strike is concerned, the resolution contained this statement: "It is advisable that production should not cease because of an apparent injustice or oversight contained in an award, for it is necessary to a nation's protection as well as to the welfare of the trade union movement that there should be no cessation of work except as a last resort." This is, of course, no more than a pious expression of opinion.

The scarcity of skilled men in certain trades was considered by a committee on the "alleged labor shortage" and in its report it denied the existence of any important difficulty due to lack of men. It pointed out that thousands of union members are now out of work on account of seasonal fluctuations. It stated that the carpenters will in a short time have several thousand men available because of the completion of the work on the cantonments. Insufficient housing accommodation was cited as a reason for an inadequate labor force in some instances. The situation has been aggravated also by an exaggeration of the number of men wanted in any given place, indefiniteness as to the time when men would be wanted and repetition in advertising for men. Another reason for an apparent labor shortage was said to be the fact that men are now refusing to work under bad conditions. While there was much truth in the report of the committee, it seemed unfortunate that they were willing to let it go with a mere statement that there is no shortage, and offer no constructive plan for meeting the difficulties that actually do exist.

A further evidence of the failure of the convention to deal with the difficult problems which are pressing for solution was its action regarding the increased numbers of women who are entering industry. They called for equal pay for equal work, but they took no measures whatever looking to the organization of these women so that they might be in a position to demand equal pay.

The impression that has gone abroad concerning the patriotism of the delegates to the thirty-seventh annual convention of the American Federation of Labor is, I believe, a correct one. Labor is patriotic, but its patriotism is like that of nearly everyone else. Most of us are patriotic at heart, but we seldom are willing to make anything less than, a supreme, sacrifice for our country. It doesn't seem worth while. Short of that we go about our business in the usual way.

# Girls and Khaki

# Some Practical Measures of Protection for Young Women in Time of War

This article is based upon an institute conducted at the New York School of Philanthropy by Maude E. Miner, chairman of the War Department's Committee on the Protection of Girls. The institute aimed specifically to train experienced women to be protective officers in cities and towns near militure cantonments and camps. Following it, the article written by Winthrop D. Lane, of the Survey staff, aims to outline a definite program for both communities and workers?

FEW weeks ago a neighborhood association in New York city gave a dance for members of the National Guard and men drafted to serve in the new army, care was taken to invite enough girls to equal the party, the men of the draft army spent the evening in corners and along the walls, while the guardsmen received all the smiles, dances and promises of knitted sweaters. The guardsmen were, of course, clad in their trim suits of khaki, while the men of the draft army wore only civilian clothes. Such is the elamour of the uniform.

This glamour today is felt everywhere. It is causing flutters of emotion in thousands of feminine hearts ordinarily calm and impassive. Doubtless there are strong minds, like that of Madame Necker, who can gaze all evening at generals in their spangles without even a quickening of the pulse, but these seem to be the exceptions. A soldier's uniform has an appeal far stronger than that of a policeman's, elevator boy's and that of the pompous official who will not let you see your mayor until you have taken several oaths and sworn to an affidavit. It suggests fighting, and the defense of one's home and country. Each wearer is a possible hero. He is going to see strange lands and may do brave things. The newspapers tell glowing stories about him, and the public reveals an attitude of praise and respect that is contagious. What he wants is acknowledged to be more important than what other men want, so that kindness to him becomes a sort of patriotism. Withal, he is a bright, mesmeric figure in the dull texture of our lives and quickly touches the romantic sentiments and thoughts of girls.

To counteract the effect of this glamour is one of the most pressing tasks thrust upon us by the war. To see how pressing this task is, it is only necessary to visit the cities and towns near the places where soldiers are assembled in camps and cantonments today. It is to these cities that the soldiers go for amusement in their hours off duty. When you visit such a town, walk along the streets and count the couples of khaki-clad escorts and their companions; enter the movies, and see how many you find there; stand on a busy corner and watch the meetings between soldiers and girls who have never seen each other before; go to the dance halls and ask the proprietors how many men from the encampment patronize their places and what results from it; visit the localities where secret

The lectures were given by the following specialists in the various subjects discussed: Mande L. Miner; Mrs. Henry Microwitz, charman of the Committee of Protection of Cirks of the Major's Committee of Women, New York city; Arhair W. Colliders, Browleys; Ord G. Baker, secretary of the Traveler; And Society, Californ, Mrs. Colliders, Browleys; Ord G. Baker, secretary of the Traveler; And Society, V. W. C. A.; Mahelir Black, secretary Buston Society for the Care of Given of Committee of Commission, New York of Commission,

meetings can most easily occur, and see what you find there. But do not stop at this. Take a trolley to the town's amusement park, if it has one. Skip the well-lighted parts and visit the outskirts, where darkness or semi-darkness is a shield to conduct. You will find these regions alive with men in uniform accompanied by girls.

Now go back to the town and ask a taxi-driver how business is. If he is loquacious, he will tell you that it is thriving. He will tell you of trips to lonely places with girls and soldiers, and how remunerative such trips are. This is one of the forms of clandestine love-making that has become most popular since the war. The soldier cannot pay a high taxi charge, but he does not have to. The driver makes the price low in the hope of getting one or two rich "fares" in the course of an evening; a slightly intoxicated man is often good for a neat sum. The banishment of all "houses" from the camp zones partly accounts for the increase in this traffic.

Now go out to the camp itself. Spend a day in its vicinity. If it has a stockade, walk or ride around the outside of the stockade at dusk and in the early evening. You may see nothing. Much will depend upon the openness of the surrounding territory and the strictness of camp discipline. If the camp is surrounded by woods, you will be very likely to see soldiers accompanied by girls approaching or going away from the camp in large numbers.

These things will give you material for thought. The social hygiene problem created by this war is not a problem of commercialized prostitution. Segregated districts, disorderly houses and professional women have been very largely removed from the cities and towns near our training camps. It is a problem of the individual soldier and the individual girlement and the man cut away from his ordinary amusements and social life, the girl responding to the unusual and romantic glamour of the uniform

It is a widespread as well as a pressing problem. There are a million and a half men in training or soon to be in training in the United States. Troops for the new army are being trained in sixteen different cantonments. As many concentration camps exist for the National Guard. These thirty-two places are scattered through twenty-three states; they have from a few to fifty thousand men superimposed over night on the community's recreational and amusement resources. In addition, there are fourteen reserve officers' training camps, twelve aero training stations, and sixty-five naval stations and marine barracks. All these are exclusive of the 183 posts and stations of the regular army and of the camps where new increments will be formed for the regular army. Almost every part of every state has, on a larger or smaller scale, its task of protecting girls from the excitement and thoughtlessness produced by the emotions of war playing upon the emotions of sex.2

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<sup>\*</sup>A list of the army and national guard camps will be furnished on request by the War Department and a map of the United States showing their location has been published by the Union Pacific Railroad Company.

Rumors exaggerate the evil. Some of these have been run down and found to have a very small basis in fact. Early in the war a story was spread that fifty girls were pregnant in the vicinity of an eastern aviation camp. The tale was traced to a woman who denied ever having made such a statement, and no evidence of its truth could be found. Similar stories of other camps have gained wide circulation. Some of these grew by repetition until they became ludicrous; soldiers were declared to have become fathers in large numbers in spite of the fact that they had been away from home for only a few months.

Every interruption to normal life in a community is the occasion for false rumor. Each earthquake or flood is magnified in the early reports until the death toll is many times greater than the actual number killed. Of course, the danger is real enough to justify elaborate precautions, but the psychology of irresponsible gossip has made it greater than the facts yet warrant.

The task is essentially two-fold. It centers around its two main characters—the soldier and the girl. The one must be supplied with normal, interesting and wholesome amusement and relationships inside and outside the camp, the other must be protected against the unusual atimulus to her enotions, and must be given vivid interests that will occupy her time and at the same time be a nexpression of her patriotic spirit.

Nearly everyone knows something of what is being done for the men in camp by the War Department's Commission on Training Camp Activities, of which Raymond B. Fosdick is chairman. Joseph Lee described important features of this work in the Suxwey for October 6. Less has been published about the Committee on Protective Work for Girls which Maude E. Miner, secretary of the New York Probation and Protective Association, is chairman and which consists of Martha P. Falconer, of Philadelphia; Mrs. John D. Rockfeller, Jr., of New York; Mrs. James Cushman, chairman of the War Work Council of the Y. W. C. A., New York, and Mrs. William Dummer, of Chicago.

This committee, the office of which is at 130 East 22 street, New York city, aims to secure increased facilities for the protection and care of girls in cities and towns near which camps are located. Its representatives have already visited many of these places and are visiting others. They are investigating local conditions and holding conferences with local agencies that can be of service, with local judges, chiefs of police, sheriffs, probation officers and the military police at the camps. The committee is trying to educate communities to the need of protecting their girls, and to assist them in organizing effective methods for doing so. It aims to work through existing agencies; instead of assuming responsibility itself for the things that ought to be done, it hopes to stimulate local groups to do these things. Only in this way can there be any permanent gain to the consciousness of a community that its social and civic life needs constant scrutiny in the interests of its young men and women.

### Policewomen as Prevention Officers

ONE of the greatest needs of the city or town frequented by soldiers in their leisure hours is one or more sympathetic, experienced women with police powers to patrol the streets, discover conditions that need correcting, supervise amusement places, aid in locating runaway girls, follow and warn young girls who are in danger, assist in the enforcement of law and befriend girls whose home life does not give them guidance and protection of the right sort.

Every camp community ought to have a girls' protective bureau for this purpose. There should be a director in charge of the bureau with two or more women protective officers under her. The bureau should be under the regular police department or under a volunteer committee. All the towns in the vicinity of a camp may well join to create a single bureau, and the number of protective officers will depend upon the number and size of the cities and the size of the camp. In addition to the paid protective officers, there should be volunteer patrols to supplement their work.

### Scouting in Advance of Trouble

THE kind of scouting activity which these officers should do is well illustrated by the following incidents taken from the report of a protective officer in an eastern city:

I noticed two young girls with a civilian and two saliors near an armory sitting on a step under the fire-scape at —— heater, which is closed for the summer. A vacant house is next to the heater. The girls were acting in a manner to draw the attention of passcraby. I watched them for some time. Then the civilian left and went up the sairway into the vacant house. He was soon followed by one of the soldlers, who in turn was followed by one of the soldlers, who in turn was followed by one of the soldlers, who in turn was followed went up the girls. Then both the other girl and the second soldier went up girls standing close against the wall, clasped tightly in the boys arms in the darkness.

They all had a stumed look when I called the girls said, and the boy insisted that I 'had nohing on them' but stepped ousside. The girls' faces were scarlet, and they willingly and quickly gave me names and addresses which I knew were fictious. They said the soldier was a cousin, and they had come to tell him goodby. On cross questioning, they became so confused that they denied half they had told me. At this juncture, one of the soldiers came in and told him the girls had been jung to me and I was going home with them to get the truth, unless they told me. He advised them to tell me; said he was not related to them, had only known them three days ('pick-ups'), but he didn't want any trouble. The girl who ad done all the talking then gave me another name, which I knew had done all the talking then gave me another name, which I knew the truth. I won't believe you unless there boys step outside get the truth. I won't believe you unless there boys step outside get the truth. I'm 'They broke down then, and told me as follows:

The leader, Helea White—17 years old law June—has been an orphan for nine years, and lives with an anu and an older sister, at — East — street. The aunt does work by the day—washing, etc. Helen works at — store, and they were on their way home from work. The other girl, Enther McGuinness, — East — street, is 17, works at — 's in the underwear department, and attends the Catholic church on — street. Helen is a Proterwant, and does not attend church. Both girls begged that they should not to their chivalry, they said, "We will try—but we are only human." I sent the girls home. They need to be interested in something.

At ten minutes of eleven I saw a small girl walk in front of the armory. She spoke to the guard and then went on. The guard looked at the other soldiers there, said something, then walked panigly toward the girl, whistled, and she stopped. He walked up and spoke. She turned, walked back to steps at end of armory and the same that the sa

The protective officer does not try to make a record of arrests. She is interested in preventing crime and helping girls and, of course, has no ground for an arrest unless law has been violated. Her personal work with girls should be somewhat of the nature of constructive case work. She should learn what she can of the girl's habits, tastes, work and home life. She should interview the parents and assure their interest in their child's welfare. Close cooperation with a juvenile protective association or other organization dealing with girls should be established. Many girls may be referred to patriotic leagues and other girls' clubs.

Protective officers will be surprised to learn how often they can establish sympathetic relations with the soldier, sailor, or civilian, who has been responsible for the trouble or temptation confronting girls. Often before she has ceased talking to him, he becomes ashamed of the part he has played. "If there were more women like you doing this sort of thing," said a sailor to one protective officer, "it would be better for the girls, and better for us sailors, too." "If the mayor is doing this," another remarked enthussatically, upon being told that the officer was working for the mayor's committee of women in an eastern city, "I'm going to yout for him."

### How to Get Clean Amusement

THE protective officer can be of great assistance in keeping the commercial amusements of a town clean and wholesome, though this task ought not to be left entirely to her. The path of the soldier on his furlough leads straight to amusement resorts. He secks out the dance-hall, the cabaret, be burlesque show and all the other forms of profitable cutertainment waiting to welcome him. The proprietors of such places are out for business. They are perfectly willing to run clean places if they can make as much money that way. To them the soldier is an opportunity for profit, and they will do all they can to make their places attractive to him. Moral results must contend with business advantage in their philosophy. If obscene burlesque shows, suggestive cabarets and loose dances pay better, that is what will be provided unless the community takes a hand and prevents.

The job of securing wholesome amusement in a town is not a new one. It is intensified today by the concentration of a great many young men in one neighborhood. One way of improving existing places is by law enforcement; another by the effect of public opinion. If good laws are not now in effect they ought to be passed. The community should see to it that each of its public amusement places is required to obtain a license, and that an officer is stationed at the door to keep order. The mayor should be the licensing authority, and the license should be revoked when the place is not properly run.

In Cleveland, whose dance halls are models for the country to copy, young police recruits are stationed at the doors of the halls; the record of order which they succeed in making determines in part whether they are given commissions. Liquor, of course, should be eliminated from the dancing room. This is a difficult undertaking, for the sale of liquor is the dance-hall's greatest asset. Here again Cleveland has set a good example which some other cities have followed; although she has not been able to prohibit altogether, she has forced the bar to be moved to another floor of the building in which the hall is located. The regulation proscribing the selling of liquor to a man in uniform is, of course, of great assistance in this matter.

A coarse burlesque show may have a tremendous effect upon the standards of a young recruit, especially one fresh from the country. The women in the show seem to him full of flash and snap. He wants the girl that he goes out with to be as snappy. If the men attend such a show one night and then are thrown with strange girls the next day there is likely to be trouble. The girls are anxious to please the men and shape their conduct accordingly.

Volunteer supervision can be made an effective way of influencing proprietors, especially in communities where law enforcement habitually lags. A proprietor instinctively straightens up when he knows that he is being watched. The best procedure is to organize a committee of respected citizens whose members will visit places of amusement every

night. Let them give the managers to understand that they will use their influence to boycott undesirable places. They can do this by spreading word among mothers in churches and clubs and among girls in young people's societies. Often they can express their approval or disapproval through the local newspapers, and this is a powerful weapon. They ought to encourage the good managers, and get business for them, not merely take the negative attitude of censuring the bad. A smart manager welcomes this sort of help because he can use it in his advertising.

The girl herself can be appealed to also. She it is who often sets the tone of the amusement resort, especially the dance-hall. An appeal to her vanity will sometimes persuade her that decent dressing and dancing make her more attractive to her partner. Exhibitions of good dancing are effective ways of setting the standards for dance halls. Young girls of fifteen to eighteen years of age should be kept out of public dance halls. They should be guided to some other form of amusement. Prevention is often a matter of not giving the opportunity.

The moving picture may be almost as demoralizing as the coarse burlesque show. This is not likely to be true in cities where only pictures passed by the National Board of Review of Motion Pictures are shown, but a good many cities get other pictures. The Affiliated Committees for Better Films. with headquarters at 70 Fifth avenue, New York city, will cooperate with communities in securing better pictures. Beloit, Wis., a city ordinance gives the mayor power to have any picture exhibited to him before it is publicly shown, and he may prohibit it if he sees fit. A committee of women have secured from him the privilege of viewing any advertised film that they are suspicious of, and recommending whether it shall be suppressed. Wilkes Barre, Pa., depends very largely on appeals to the managers of the motion picture theaters. A committee of women make it a practice to drop in at the theaters two or three times a week, and let the managers know that they are ready to help them get business if only good pictures are shown.

### Girls Organized to Help Girls

IN NEARLY every community it is possible to organize girls into groups with the two-fold purpose of keeping their minds and time occupied and of enabling them to be of service to others. The Y. W. C. A. is organizing patriotic leagues in many cities near camps, and these leagues give dances, hold club meetings, enroll girls in Red Cross classes and home economics clubs, and aim in many ways to appeal to the normal wholesome desires of young girls. There is no limitation of race or creed upon the girls who may join. In some communities this work is being done by other organizations; in Massachusetts the Women's Patriotic League Committee is doing it.

In organizing such groups too much cannot be done to get grits to help girls. A young girl was found selling pinks on a street corner in an eastern city. She was fifteen years old and very attractive. A worker of the Patriotic League Committee asked her why she was selling pinks, and she said she belonged to a "rosebud club" that was trying to help an institution for the bilnd. The institution declared it had never heard of the rosebud club. Nevertheless, the girl and two riends had actually given themselves that name and were eager to be of service in some way. They were making a great deal of money, having taken in over \$100 on July 4.

The worker gained the confidence of the girl and discovered that she and her companions had been accosted many times by men, some of them soldiers, who had offered the girls money if they would go with them. The girls were distressed over this and wanted to know if there wasn't some way in which they could help to prevent such occurrences. The worker suggested that they and their friends form a club. So fifteen of them formed a protective league, which has since grown and now investigates conditions in the city and reports on those that are a source of danger to other girls.

Another girl, in the same city, went for a stroll one evening in a public park. A policeman, thinking she was there for an immoral purpose, took her name and address and then insisted upon taking her home. Her parents believed that she had done wrong and punished her by shutting her up in a room by herself. The girl had gone out only for amusement. Her experience, however, gave her something to think about, and when a worker suggested that she form a club among her friends as a protection to girls, he readily accepted the idea and is now the leader of a group of girls in that town who have alterady done a great deal to improve conditions.

In enforcing the law the protective officer can again be of assistance, though hers is only part of the responsibility. A community should see to it, first, that its laws for the protection of girls are adequate. Those respecting the licensing and control of amusement places are important. There should be an ordinance providing for the lighting of parks and streets, and for sufficient police protection in outlying districts. The method of dealing with girls and women in the courts should be improved, if necessary; probation officers should be attached to the court and a matron placed in charge of girls at the jail.

It is also extremely important to have a house of detention separate from the jail for the confinement of girls below sixteen or eighteen years of age. The age of cousent, which is ten years in some states, should be raised to eighteen, and laws regarding abduction and criminal assault made adequate.

When girls are found violating the law they should be taken into custody by either a protective or a police officer. Effort should be made to win the confidence of the girl, and if a man has committed criminal assault, or any other crime against her she should be induced, if possible, to tell the truth about him. The man should be forthwith reported to the proper authorities. Whether these will be the civil authorities or the military authorities at the camp will depend upon local conditions, and upon which is more likely to take effective action; there is no law taking offenses of this sort by soldiers out of the hands of the civil authorities.

# Some Points of Law to Remember

PROTECTIVE officers should not be content, however, merely to report the man. They should follow the case up and see that justice is administered. For this reason all who are concerned in shelding girls from the dangers incident to the proximity of training camps should early establish cordial relations with the law-enforcing authorities. Cooperation with them is essential to an aggressive policy of protection. It is also wise to get in touch with the central authorities, the automey-general of the state, the United States district attorneys, and the Department of Justice at Washington. A good effect is often produced on officials who know that they are being watched. A panic has sometimes been created in the office of a local official by the mere knowledge that a letter from Washington has been received by some one who is watching him.

There are certain things about the machinery of justice, the laws and the elementary rules of evidence that ought to be known by those who expect to have a part in law enforcement. A talk with a competent lawyer is the best way to learn these. A few general principles and facts, however, may be set down.

One of these is the meaning of the white slave traffic law, called the Mann act. This is a federal law, and prosecution under it is, of course, in the hands of United States district attorneys. The law provides that wheever transports in internsate commerce a woman or girl for the purpose of prostitution, or for any other immoral of this states may be by railway, by steambling or by any other conveyance. The United States Supreme Court has held (Caminette vs. The People, 242 U. S. 470-Jan. 15, 1917) that there need be no commercial element involved in the immoral purpose for which the girl was transported. Nor all prosecuting officials accept this deep the girl was transported. Nor all prosecuting officials accept this deep this act in such a case has the distinguished authority of the United States Supreme Court back of him.

Another legal fact of importance is that a man may be guilty of rape in the scond degree without using force to accomplish his end. This oftense is called 'earnal knowledge' in some states. The provision concerning it is the most liberal of all provisions to protect young girls; it protees them even against themselves. The girl may urise the ear, he may even fallely till her mad tempanion that the wind the state of the provision of the provisio

Seduction is prevailing upon a woman to commit sexual intercourse under promise of marriage. Prosecuting officials put up the red flag of caution when this law is invoked, because there are so many elements that have to be proved and because under it so many women bring false charges seeking revenge. There must be a definite and unconditional promise of marriage, the woman must be unmarted and of previous chaste character, and she must have relied made after the act it has no value.

Made alter the act it mas no value.

Abduction is committed by anyone who "takes, harbors or uses a female under eighten years of age for the purpose of prostitution, or, not being her husband, for the purpose of sexual intercourse, or, without the consent of her parents, for the purpose of marriage! This crime can often be detected and punished before the girl has actually been injured and protective officers may well be on the lookout for it.

A law that has been used in many states in recent years is the abatement and injunction act. This declares that any place in which prostitution is conducted is a nuisance and that the district attorney of a county or any trapper in the neighborhood may bring an action perperually to enjoin such nuisance. It has been made a very effective one, on it some states and could be made a vitil more effective one,

There are certain rules of evidence that have almost the force of law. One of these relates to corroboration and amounts to this: that no conviction in sexual crimes can be had upon the testimony of a woman unless this is supported by other evidence. In New York this is a legal requirement; it is a practical necessity everywhere when you appear before a magistrate or jury to ask for a conviction. There must be something besides the testimony of the girl to set against the denial of the man. This need not always be another witness; anything that will commend itself to a reasonable person as substantial corroborating testimony is usually sufficient. If the man and woman are found in a rooming house, for example, and the landlady testifies that they came as man and wife, that is usually enough. Another kind of corroboration is an admission from the accused person of the fact in issue. This need not be a conscious admission of guilt, but may be a fragmentary statement thrown into a conversation about another matter, a sentence in a letter, or a remark to a third person.

In obtaining confessions of guilt it is important to remember that the confession must not be secured by putting the accused in fear or by means of threats. In such case it will not be received in evidence. A confession obtained by an agreement with the prosecuting effect that the individual will not be prosecuted cannot be used against him. Confessions are often easier to obtain than one imagines. They need not be obtained in any formal way, may be either oral or written and may be made to any intelligent person.

A rule of very practical importance for persons in investigative work is that which permits one to "efferth" his memory on the witness stand. If you take the stand some months after a thing happened and your memory of details is not clear, the court did allow you to refer to your memorands or notes jotted down at the time and to use these in giving your testimony. It is important, the standard of the property o

Nearly everyone understands that hearsay evidence is not ad-You cannot go on the stand and say that you heard John missible. Smith say that he saw the defendant act so and so. Perhaps John Smith would not make such a statement if he were on the witness stand and under oath. Hearsay evidence lacks responsibility.

A practical suggestion of value to investigators is the disadvantage of acting too quickly. Many cases are lost through over-haste. This must not be interpreted to mean that one should wait until a crime has been committed and a girl ruined before interfering; it is better to lose the chance of prosecuting than to do that. the object is the actual detection of a person in the act of violating the law for the purpose of prosecution and punishment you will have the law for the purpose of prosecution and punisament you will nave to prolong your observation until the overt acts come within the provisions of the law. Another point in procedure is the value of prompt and persistent questioning of the accused. This is a legiti-mate form of the third degree. Confessions are frequently obtained in the last few minutes of a long, hard interview. You are perfectly justified in staying on the job until your persistence and moral strength overcome the persistence and moral strength of the person suspected of crime.

Many cities and counties fail to comply with a law in many states requiring that children under sixteen or eighteen years of age be held apart from the jail. If the county or city does not make provision for this during the war emergency, some volunteer committee or agency ought to do it. The associations and environment of the typical jail are bad for young girls. A house of detention should be established for them, and this should receive both city and county charges. To rent, equip and support such a house for the first year usually costs about \$5,000. Whenever it is possible to utilize some existing home as a house of detention, this should be done without establishing a new institution. In addition to such a house it is advisable to have also one or more emergency rooms reserved in a boarding house or private home, for girls who have not committed crime and merely need temporary shelter and care.

An illustration of the need for such rooms is afforded by the experience of two girls, sixteen and nineteen years old, who were arrested in an eastern camp city in July. These girls had run away from a small town in Vermont and had come to the camp city in search of work. They said they had lost their pocketbooks, though they had probably spent their money, and slept two nights on the banks of Lake Champlain. A policeman arrested them on the charge of vagrancy, and they spent four nights in jail. What this meant to the future and outlook of these girls can only be imagined. They were guiltless of any crime and should have been provided for in some friendly and sympathetic way. When a visiting worker found them, she discovered that no one except the police authorities knew they were in jail. She arranged for them to be taken to a club for young women which agreed to keep them until word was received from their homes, or until their mothers came for them.

#### Organizations That Will Help

CERTAIN aspects of law enforcement are being handled by the Commission on Training Camp Activities. This commission is undertaking the suppression of vice and the sale of alcohol to soldiers, in accordance with sections 12 and 13 of the military draft law. It has a representative in the vicinity of every national army and national guard camp who is expected to carry on continuous investigations. The work of these representatives is checked by supervisors for given districts who also control the work in the smaller specialized camps. The machinery for gathering information includes also the field men of the Department of Justice, the intelligence department of the army, the local provost guards, and the staffs of such organizations as the National American Social Hygiene Association, the Committee of Fourteen of New York, the Committee of Fifteen of Chicago, the Watch and Ward Society of New England, and the Bureau of Social Hygiene of New York.

The commission declares in a report just issued that "red light districts" have been closed in the following cities: Deming, N. M.; El Paso, Waco, San Antonio, Fort Worth and Houston, Texas: Hattiesburg, Miss,: Spartanburg, S. C.; Norfolk and Petersburg, Va.; Jacksonville, Fla.; Alexandria, La.: Savannah, Ga.: Charleston, Columbia and Greenville, S. C.; Douglas, Ariz.; Louisville, Ky.; and Montgomery, Ala. New Orleans passed an ordinance which was expected to wine out its district November 15. A number of cities in which no districts were formally tolerated have, at the instance of the commission, abolished their open houses of prostitution.

In addition, the laws against vice have been strengthened in many cities at the suggestion of the commission's representatives, and the machinery for the enforcement of those laws has been geared up to a higher notch of efficiency. In California and Arkansas, State Military Welfare Commissions have been appointed by the governors, and executive secretaries have been appointed to carry on the work of vice repression.

### Five Points for a Community Program

THE program for each community may be recapitulated thus:

- 1. The creation of a girls' protective bureau with a director and women protective officers with police power under her. The salary of the director should be from \$1,500 to \$1,800, of the officers \$1,200. If the city will not pay these salaries some volunteer organization should. Volunteer patrols should be appointed in addition to the officers. The bureau should do the following kinds of work:
  - a. Scouting and patrol work. b. Supervision of amusement places.

  - c. Personal work with girls.
  - d. Aid in law enforcement.
- The securing of a house of detention for girls separate from the jail, and, in some places, of another place where girls not suspected of crime can be sheltered temporarily.
- 3. The appointment of a woman probation officer to learn the truth about and befriend girls arrested and brought to the courts.
- 4. The securing of improved laws, ordinances and regulations for the protection of girls.
- 5. Promoting educational work through lectures in churches, public schools, parents' associations, etc., and the stimulating of group and club work for girls.
- In most cities it is recommended also that a sub-committee on protection of girls be appointed by the local committee on camp activities; in some cities it will be found advisable for a committee or board to be appointed by the mayor to help in creating the pro-tective bureau, in establishing a house of detention and in securing the appointment of a probation officer. This committee could seek to carry on the above program and to secure additional facilities.

In addition to aiding in working out this program, the Committee on Protection of Girls is planning to carry on a wide educational propaganda by means of printed leaflets, lectures to mothers, conferences with camp officials, collection of data regarding character and extent of delinquency among girls in camp cities, and lectures to men whose cooperation is sought. The committee is training women to be protective officers and has sent a number of experienced workers to camp cities to fill positions; it expects to send more. Its aim is not alone to fill an emergency need, but to promote the intelligent handling of girls by every agency coming into contact with them, in the hope that this policy may be incorporated into the thinking and permanent practice of every community.



THAT nearly all the pictures shown at an exhibition are sold may seem a rare occurrence, even rare: if they are all sold to artists who know "what's what." When all the works thus sold are by children between seven and thirten years of age, we are amaxed; and when we learn that all these children are Negro, we gape. These, however, are the facts concerning a show of some thirty pictures sow on view at the Coady Galery, in Fifth avenue, New York, in aid of Negro war relief. "The Party." by P. W. Henderson (age 13), above reproduced by the country of the owner, A. B. Davies, in one of them. Color values, plasticity, driign—all the qualities admired in pictorial art are present. Robert J. Coady likes to play with children. When they are tired of games or restless, he places in their hands the materials for artistic self-expression, entirely eliminating his own individuality and not even suggesting how crayons or brushes are best handled. In spite of this—or perhaps because this art work never ceases to be play—the technical mastery acquired by many of these children is remarkable. In Mr. Coady's experience, News or children are more poste than white children. Hencuraged freely to develop their offits, they are likely to make vital contributions to western culture.







# Christm From t

EVEN blind and stunted craftsmanship and arti these pages abundantly by a cripple or a person who petition in any market with use of muscle, bone and cyt tional persons. Many of the tions or of employes in indi

Christmas is the season, goodwill. The Survey has f to these industrious handica readers to the appropriaten You may not be able to ! (though you can some of the just as good.









No. 1 is a tile mosaic made to the Trade School of the Hospital of Hope for Crippled Men, founded by Dr. C. H. Jaeger, 471 Park Ave., New York City. The school ceased to exist two



No. 2 was made by a blind worker in the New York Asso-ciaiton for the Blind, 111 E. 59th St., New York City.





# s Greetings

# 1 Dandicapped

es can rise to unexpected heights of expression, as the reproductions on y. Not an article here but was made not see; not one but can stand comds made by those who have the full for are these the products of excepc the daily work of pupils in instituil workshops.

re all others, of thoughtfulness and nat it could render no greater service than by calling the attention of its of their products as Christmas gifts, just these articles for your friends , but you can buy others similar and









No. 6 is a handwoven curtain made in the workshops of the Massachusetts Commission for the Blind, 3 Park St., Boston. No. 11 is a rug from the same source, and Nos. 5 and 9 are examples of home work made under the Commission's auspices.

Nos. 7 and 8 are from the East Side Crippled Children's Free School, 157 Henry St., New York City.







THE NAW GODENNETH HOUSE IS NEW YORK, TO WHICH THE STREETMENT HAS JUST MOVID ATTER. STREET, WHICH THE STREET, WAS OF SERVICE IN URB DY IS JONES. STREET, WITH ALL THE CONNINCENSE OF A MORBER BUILDING, WITH A SURWAY STATION AT THE ROOW, AND BUILT A SURWAY STATION AT AND LITERARY COUNTY OF GREENWICH VILLAGE. AND LITERARY STREET, WHICH THE HOUSE STREET REACH AS IN THE HOUSE STREET, WHICH THE HOUSE STREETMENT AND LITERARY STREET, AND LITERAL STREETMENT AND ADMINISTRATION OF GREAT TRANSMENT AND PACTURE OF WHIAT IS, AFFER ALL, A GREAT TRANSMENT AND PACTURE STREETMENT AND PACTURE WITH THE STREETMENT THE STREE

THE GREENWICH VILLAGE THEATER, NEWEST OF THE LITTLE PLAYHOUSES WHICH PRODUCE ONS-ACT PLAYS WRITTEN AND ACTED CHIEFLY BY "HOME TALENT"

# Where Barrow Street and Bleecker Meet

# By Anne O'Hagan Shinn

AVE you a maiden aunt of the new school? She is not the pale pathetic figure of the old-fashioned romance, gratefully gathering up crumbs of affection from the family table. She views life through eyes bright with a sophisticated twinkle, not dimmed by renunciatory tears. Her words are flavored with a due proportion of salt and spice, and seldom recall that ancient, maiden-auntly favorite in ingredients, saccharine. But she is a maiden aunt. That is, a large connection of nieces and nephews know that they can depend upon her at a pinch. They are also aware, without further investigation, that many of their activities she would disapprove if she could bring herself to take them seriously; they know-and uneasily they try to force a contempt for her point of view-that she has not embraced all the very latest theories of art, literature, industry and personal and social conduct-at any rate she has not embraced them for the reason that has frequently seemed so allsufficing to her young relatives-because they are the latest. They know that she would no more cast overboard a serviceable set of conventions merely because someone had dubbed them "Victorian" than she would wear a hobble skirt merely because a convention of ladies' tailors had said the hobble was the "dernier cri in nobby ladies' wear." Yet, despite her critical twinkle and her annoying habit of being frequently right in her nice rejection of the latest novelty, she is an oldfashionedly helpful soul, the modern maiden aunt. She will lend her house for a dance and she will dig into her purse now and then to help tide over the financial difficulty with which the more immediate family has no practical sympathy. She will sit up with the sick more efficiently than her predecessor of the meek-banded hair, and she will manage to find the money for Nellie's course at the art school and Ned's new uniform.

And sometimes she goes forth to a great costumer and orders her a new frock. And behold—the most impressive, the most magnificent, person in the whole family group at the next gathering of the clan is the maiden aunt in her midnight blue velvet, with the diamonds that were great-grandmother's glittering in her hair.

Just at this moment, Greenwich House, lovely and stately in a new garment of Chester Aldrich's designing, seems to some of its old friends the impressive, mature, sophisticated maiden aunt of the antic set of Greenwich Village youngsters who surround her, experimenting with life, experimenting with freedom, pluming themselves mightily on being, as the advertisers put it, "different," The beautiful new house on Barrow street next Bleecker, might have been there when Barrow street was young and Bleecker street was fashionable, so perfectly does its chaste Georgian façade recall the dignity and hospitality of the older day. Its decorations, to be sure, might startle a resurrected Greenwich Village merchant of the elder time. The peacocks and bunnies, the gold "green" peppers, the monkeys and the elephants with which Messrs. Tack, Crisp and Savage have decorated the wall spaces of Mr. Aldrich are the Maiden Aunt's twinkling announcement to the studios which hem her in on every side that she, too, knows who is who and what is what in the decorative art field of 1917-or '18 or '19, perhaps-though she does proudly inhabit a house whose dwellers might, it seems, have listened to the town crier proclaiming the surrender of Cornwallis,

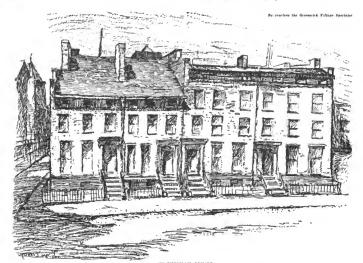
instead of the "yuxtry" announcing the triumph of woman suffrage. And there is no doubt that the medallions of Mrs. Harry Payne Whitney, which are to decorate the front of the building, will achieve the same note of modernity.

In the new, beautiful dwelling with its sophisticated touches of ornamentation, there will be certain activities which the shabby old houses on Jones street, around the corner, did not know. Not merely more theatricals-for now there is a stage and an adequate assembly room; not merely more gymnastic work, for now there is a magnificent gymnasium; not merely this or that old activity on an improved scale, but new activities which the new times have inaugurated. There will be a Red Cross workroom, there will be a war information service bureau, there will be more Liberty Loan meetings, there will be classes for the further Americanization of some of the new citizens created on the sixth of November and the civic instruction of others. For that matter, however, Greenwich House, like every other settlement, is a constant, living effort toward the Americanization of foreign-born settlers in the only way in which Americanization can be genuinely accomplished-daily intercourse and daily-and mutual!-assimilation of ideas and habits.



THE CIVIC CLUB

The men and women of the club, organized about a year ago
"to facilitate the consideration of social problems and the formation of groups for civic activities," have moved into a hospitable old house in West Twelfth street.



IN SHERIDAN SQUARE

The quaint center of Greenwich Village, with Greenwich House around the corner at the left, the Village Theater at the right. Old houses like these may be found in almost every neighboring street, fallen upon less prosperous days since they were the homes of Hamilton and Burr, Tom Paine and Edgar Allan Poe.

This mutuality in exchange of ideas, customs and benefits is one of the tenets upon which this settlement was founded. Before the historic day, sixteen years ago, when the moving van arrived in Jones street with the Simkhovitch baby, nurse and baby carriage aboard, that article of faith and action had been formulated. It was to be a cooperative settlement which was to be established, and its cooperators were to be the people of the neighborhood, the residents of the house and the "uptowners" who happened to be interested in the movement. The neighborhood was not to be regarded as a defenseless piece of dough to be kneaded into the shape decreed by the taste of the residents and a distant board of managers. The cooperation of the three contributors was essential to the plan. and this sane, democratic method has been followed throughout the history of Greenwich House. It is a system which, if not absolutely unique in the movement, is at least rare enough to justify mention.

The method on which the house is run is also democratic. It is, so far as its residents are concerned, a cooperative club. The house expenses do not form part of the budget of the association. The residents hire their housekeeper, their servants and pay for their provisioning on a pro rata basis.

What has it meant to the neighborhood in all these years, during which it has gradually expanded from its single old house on Jones into two or three, and finally into this new home? What has it given the Village and what has it received from the Village?

Well, it was instrumental in forming the Greenwich Vil-

lage Improvement Society in 1902, one of the earliest, if not the very first, of all the neighborhood improvement societies which have since dotted the city. It was that organization which, four or five years ago, conceived the Greenwich Village Old Home Week, one of the most successful efforts ever made to give a certain continuity to a shifting city neighborhood. Greenwich Villagers from uptown and out of town flocked to it; they exchanged reminiscences about old P. S. 45. They gave the newcomers in the region a sense of a fine, old, historical background. In this, as in everything else that has happened in Greenwich Village for sixteen years, the settlement and Mrs. Simkhovitch were foremost.

Yes, in everything. Even in all that has happened in that Greenwich Village which alone engages the attention of the Sunday papers, and which the older and staider residents of the section haughtily regard as the mere froth upon the milk pail-the Greenwich Village of the studios and the tea rooms, the gift shops and the home-grown drama, the experimentation in art and in life, in coiffures and in balls-artistic Greenwich Village. For it was George Ford, the architect, the expert in city planning, now engaged in reconstruction work in France, who saw, years ago, in his period of residence at the settlement, the possibilities of the region as a residence section. It was at a time when people were prophesying that residential life had finally passed the Village by, and that slums and warehouses were to be its portion forever more. Mr. Ford did not believe that, and when he was engaged with the City Zoning Commission he helped to make good in practice his

belief in Greenwich Village's residential possibilities. After which came the artists, and the little "Bohemian" publications, and—yes!—the "Latin Quartier" barbers and bootblacks.

Then, too, overflow population from the settlement was among the first of the "intellectuals" to seek shelter in the old houses on the old streets now perkilv remodeled. On Sheridan Square, where now, nightly, a line of motors waits before Polly's or The Blue Iay or whatever it may be, is an old house in which Walter E. Clark and half a dozen others, "outside" workers at the settlement, used to live. He was one of the most popular of the boys' club leaders, and his young charges of former days have always followed his career at City College with interest, and take a sort of personal pride in his recent appointment to the presidency of the University of Nevada. His wife, who was Effie Abrams, was, while she lived at the settlement, the first school-home visitor in the city. Greenwich House, from its inception, has always kept in the closest relation to the schools of the neighborhood. It was during the Old Home Week celebration, already referred to, that a public school building was used for the first time for a public dinner. That was in the days when the public school buildings were held as something sacrosanct in out-of-school hours, and were kept closed and shrouded in gloom. When one considers their all-year-long and their all-day-and-evening-long activity now, one is inclined to think that Greenwich House never did anything more valuable than helping to change that point of view.

If a tablet were to be erected to commemorate the service of Mary Simkhovitch and the settlement to the neighborhood, it might appropriately be placed in Hudson Park. It was City Councilman Walker who is affectionately known as the "father" of that breathing space of light and air and beauty down in the crowded lower West Side. But it is very largely due to Mrs. Simkhovitch's zeal and en-ragy that, grouped due to Mrs. Simkhovitch's zeal and en-ragy that, grouped

about the park there are, in addition to the public school, public baths and a branch public library, all of them delightful to the eye. It is a lovely civic center and an object lesson in the desirability and usefulness of such centers. And that on the roof of the public school erected here there is provision for open-air classes for backward and anaemic children is largely due to the settlement's efforts. Hudson Park has been, too, the scene of several of the charming pageants with which Greenwich House marks the Spring and induces in its young clientel the sprint of cooperation in play.

So it goes on. One cannot enumerate all its activities, past. present and to come-the work inaugurated by Dr. Hans Zinser and Nana O'Loan in combatting infant mortality; the work of the music school in promoting a musical appreciation in the neighborhood, the work of the new neighborhood art school to promote, through its classes in pottery, weaving and design, an art feeling; its investigation into the condition of the West Side rookeries which has led to so many of them being converted into Greenwich Village inns, studios and coffee houses; the multitudinous clubs and classes. It would be impossible to enumerate all of its graduates who are now serving other communities on the lines learned here. All that can be said, briefly, is this-that it is no institution standing apart from the current of life in the region it serves. It is a part of Greenwich Village-the Greenwich Village of the bizarre art and the bizarre festivities as well as of the Greenwich Village of the quiet, respectable, nice old houses and quiet, respectable, nice, old-fashioned workpeople and tradespeople, and the Greenwich Village of the tenement quarters and evil smells and tuberculosis records and all the familiar litany of the very poor. It has worked for them all, it has worked with them all. In the new house, where its activities -and its needs!-will be so much more than formerly, it will continue on its old principle of cooperation with all the neighbors.

# Problems of Social Relief in Russia

By C.-E. A. Winslow

PROFESSOR OF PUBLIC HEALTH, YALE SCHOOL OF MEDICINE, MEMBER OF AMERICAN RED CROSS
MISSION TO RUSSIA

MMEDIATELY after the creation of the War Council of the American Red Cross, plans were made for the organization of relief work for our allies through the medium of special missions to France, Russia, Rumania and Italy. The Russian mission was the second of these missions to be formed and left at the end of June with a personnel of twenty-mine and \$100,000 worth of medical and surgical supplies. The chairman of the mission was Dr. Frank Billings, of Chicago, and it included in its membership solt technical experts and sociologists as Dr. W. S. Thayer, of Johns Hopkins; Raymond Robins, of Chicago, if Prof. H. C. Sherman, of Columbia, and Prof. G. C. Whipple, of Harvard. as well as a group of business men and executives headed by W. B. Thompson, of New York city.

We found much that was encouraging in Russia, much that may keep one hopeful and confident even in these dark days of early November; and among the signs of promise none were more notable than the organized work of social relief and social reconstruction that goes quietly on despite cabinet crises and political unrest.

In the field of military affairs we found four great relief

organizations at work, the Sanitary Department of the army, the Russian Red Cross, the All-Russian Union of Zemstvos and the All-Russian Union of Towns. The achievements of the last two are particularly significant because it was these organizations, representing the best of liberal Russia, which before the revolution stepped into the breach and furnished the army not only with medical care but with the food and clothing which an incompetent bureaucracy was unable to provide.

We visited the factories and storehouses of these organisations in Petrograd and Moscow, and members of the mission studied their work all along the line to the front. They were operating on a tremendous scale and on the whole with high efficiency. The factory of the Sanitary Department of the army at Petrograd, besides the manufacture of an imposing list of drugs and instruments for the military hospitals, turned out 20,000 first-aid packets a day. I have seen few things more impressive than the meeting which I attended of the Central Evacuation Committee of Moscow. In a large high studded palace room finished in dark wood (said to be the seene of the wedding in War and Peace), this committee

meets every afternoon at six and with reports of train movements and hospital facilities for the whole of Russia plans the evacuation of the wounded from back of the line to the places where they can best be ultimately cared for. This one committee at Moscow has handled 2,700,000 sick and wounded men since the beginning of the war, and 1,300,000 more have been cared for through other local committees of a similar nature.

OUR first task, as a Red Cross mission, was to assist in this work of medical military relief. We found that Russia did not need foreign medical personnel, and that her hospitals were fully adequate. There was, however, great need of certain particular supplies—sera, drugs, instruments, microscopes—and through an American Red Cross bureau (to conduct which about half the members of our mission remain in Petrograd) these supplies are being furnished in regular monthly instalments. In order to avoid duplication and overlapping, the Sanitary Department of the army, the Russian Red Cross, the Union of Zemstvos and the Union of Towns formed a joint committee to cooperate with us in determining what articles were most needed and how they could best be distributed.

The relief of distress among the civilian population forms another very important branch of the work of our mission. Three years of war, followed by the social and economic disroganization incident to the revolution, have naturally produced their effect upon transportation and industrial life. Wages are very high, and in spite of mounting prices we saw few evidences of general destitution; but food and certain articles of clothing will be urgently needed during the coming winter. Russia has on the whole about enough food for her needs (though no enormous surplus such as has been imagined by certain writers). This is poorly distributed, however, and much grain is being hoarded by peasants who have more money than they care to spend at present high prices and will not sell grain at the relatively low price which has been unwisely fixed by law.

Curiously enough, the abolition of the sale of vodka has contributed to this end by cutting off one important source of peasant expenditure and making him still more prosperous and independent. In spite of this fact, however, Russia is a compelling example of the value of the elimination of strong drink. It would have been absolutely impossible for the first six months of the revolution to pass with such order and self-control if vodka had been within reach.

Local food shortages, then, are certain to be felt—are already being felt in Moghiliev, Smolensk, and other centers; while there will certainly be serious distress in Petrograd and Moscow during the coming winter. Meat, bread, sugar, milk, eggs and groats were all on card in Petrograd during August. Sugar it was almost impossible to purchase. The gravest deficiency was, however, in the milk supply. Petrograd in peace times had only one-ninth of a quart of milk per capita (onethird of an adequate allowance), and war conditions and disaffection in the Baltic provinces and Finland have cut the supply to one-thirtieth of a quart per capita. The sale of what milk was to be had was limited last summer to children under three years of age.

In connection with this problem we worked primarily with
the Ministry of Social Help, which is to exercise supervision
over all social agencies throughout Russia. This work was
under the guidance of an able and broad-minded minister, M.
Effremof, who was aided by Deputy Minister Golubkof and
two exceedingly able women, Mme. Polonsova and Miss Ogranovitch. The women of Russia are magnificent and will
save her if the men should fail. Miss Ogranovitch was a
delicate high-strung woman who had spent a good deal of her
time at Nice and Menton before the revolution. She is now
working literally twenty hours a day, in the Ministry of Social
Help, as president of the district duma in the Narvsky factory
district of Petrograd, as a member of the central city duma,
and as a visitor to a hundred children under the care of the
inventile court.

UNDER the auspices of this Ministry of Social Help, the first All-Russian Congress of Child Welfare was held while we were in Petrograd, and we were invited to discuss problems of child relief in war time. The program of this congress was a most ambitious one, covering parks, playgrounds, recreation centers, kindergartens, industrial education and every topic that could be discussed in such a gathering here.

The question of education is perhaps Russia's largest ultimate problem and has been attacked with vigor in the Ministry of Education. Here there has been worked out a comprehensive plan for universal compulsory education to be reached by successive stages in periods of five years, while the Countess Panine, another of Russia's brilliant and devoted women, is developing methods of extension work for the present adult population.

The members of the congress of child welfare—and particularly the members of the Ministry of Social Help—were

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Food card in use in Petrograd during August. This card entitles the holder to two portions of each of the following commodities: Bread 16 times a month, fats 4 times, meat 4 times, sugar 2, eggs 4, greats 2, and flour once a month or 3 times in smaller quantities.



BREADLINE IN MOSCOW

naturally most vitally interested in the more immediate problems of relieving destitution during the coming winter. It is estimated that there will be more than 100,000 children needing relief in Petrograd during the coming winter and at least 5,000 totally destitute. The ministry believes that the care of children of school age is its most immediate emergency task. This it proposes to accomplish by the establishment of fourtee district feeding points and open-door night refuges where food, clothing, educational and recreational facilities may be furnished to children between 4 and 17 years of age. These stations are to be managed by the district dumas under the general direction of the ministry with a large central committee and a small executive committee representing the district and central dumas and the ministry in charge.

I HAD the privilege of visiting the first of these new feeding points in the Vyborg district. It was an imposing institution with a whole group of expensively equipped buildings which had been erected by a philanthropic noblewoman under the old regime and never really put to any use. There were 30 children at the time in an institution which could house 500 and feed several thousand. Russia is full of these undeveloped concepts of freakish aristocracy which democracy will know how to utilize to some purpose.

The officials of the Ministry of Social Help invited us to sit with their committees on this work and displayed a touching eagerness to avail themselves of American experience and American organizing ability. The All-Russian Congress of Child Welfare cabled to Washington a resolution of gratirude which closed with the sentence: "The people of Russia especially appreciate the possibility of a cooperation of our young democracy with free America, not only in a struggle for existence during this period of war, but also in the actual reconstruction of the new life of the future."

In a speech of welcome, one of the delegates said in English:

We incline to the faith that after having quite successfully resolved the immediate problems of your philanthropic mission, you will not stop. Our democracy is yet a child, a healthy one, being born in not stop. Our democracy is yet a child, a healthy, but still a child. She needs assistance and help from her deler steer, the great democracy of control of the problems of the property of the problems of the prob

The American Red Cross has planned to do its utmost to respond to this appeal. Raymond Robins, of Chicago, one of the members of our mission who remained in Petrograd, will represent America in cooperating with the Ministry of Social Help, and already a first instalment of a million pounds of condensed milk has started for Russia to help to feed the children of Petrograd.

The Ministry of Social Help is undoubtedly wise in deciding to devote first attention to the specially acute problem of children of school age. The problem of mortality among infants is, however, a very grave one and must ultimately receive the earnest attention of Russian social workers. One quarter of all the babies born die before reaching the first year of life (as against less than one-tenth in New York city). It is not the lack of breast feeding which is at fault, for breast feeding is general, but the giving with breast milk of other harmful foods and in general maternal ignorance and the interference with effective maternal care by agricultural and industrial employment of women. The remedy everywhere must, of course, be education through the medium of the baby clinic; and both Moscow and Petrograd have initiated admirable efforts along these lines. I have never seen anything finer than the infant welfare station at the Morosov Hospital in Moscow; and Petrograd has an excellent museum of infant welfare and a chain of well-organized baby clinics in which the moving spirit is Dr. S. Popova. The work must, however, be multiplied enormously when Russia can catch her breath and initiate constructive social work on a large scale.

When that day comes, the remarkable strides that have been taken toward the socialization of medicine will greatly facilitate the work of public health education along this and other lines. More than half the births in Petrograd occur in maternity hospitals, and the wonderful growth of zemstro medicine in the rural districts has firmly established the principle that medical aid is not a charity but a regular and necessary function of the state.

M OSCOW province, for instance, supports through its Zemstvos about one hundred hospitals, one for every 10,000 to 15,000 inhabitants. Each hospital has from twenty to sixty beds and an average personnel of two doctors, four medical assistants (Feldachers) and four nurses. Attached to each hospital is a dispensary, and all mediciues, as well as medical care, are free.

It is such things as these which make one believe that Russia lass the organizing ability and the social spirit to conquer her foes within and without and emerge as the greatest free people the world has ever known. As an American, I am proud of the faith and confidence in Russia which America is displaying in these dark days of early November. I believe that faith and confidence will be justified, and that the real Russia will emerge from the present crisis stronger than before and more than ever determined to win the war and overthrow the German despotism whose existence is incompatible with the true hopes of liberalism and democracy in Petrograd as throughout the world.

# Teaching Respect for Authority

# By Winthrop D. Lane

OF THE SURVEY STAFF

HE punishment of nine teachers in De Witt Clinton High School, New York city, tor acts smacking of an insufficiently robust loyalty to the United States, has become more than a matter of sedition in the public shobos. It is not explicable as only an adventure in disciplina. It goes deeper than either of these. On the one hand, it is the expression of a particular concept of education, and on the other it is a manifestation of the insistent demand by teachers for more participation in administrative and educational solicies.

Three teachers were deemed dangerous enough to be suspended without pay. Six others were transferred. The charges against the three, not yet tried, are reasonably specific. One is accused of not considering it his duty to develop in his pupils "instinctive respect for the president of the United States as such, the governor of New York as such, and other dederal, state and municipal officers as such." He is accused also of having permitted a student to read aloud in class a letter violently criticising President Wilson, and for failing to make such comments on the letter as would open the pupil's eves to its disloyatry.

Another teacher is accused of believing that patriotism should not be discussed in school, that soldiers in uniform should not be permitted to address students and that the Board of Education has no right to put military training into the schools. He is further accused of having written and placed on sale in the school store a bibliography referring to works unfit for children to read.

The third is charged with deeming it proper to maintain an attitude of neutrality in class discussions on (1) the "relative merits of anarchism as compared with the present government of the United States" and (2) the duty of every one to support the government in all measures taken by it to insure the proper conduct of the war.

These charges are set for trial December 3. They will be heard by the Committee on High Schools and Training Schools of the Board of Education and the teachers will be represented by counsel. Doubtless some of the charges suggest unificess for reaching; whether any of them imply actual disloyalty is not so clear. The teachers themselves protest that they are "100 per cent loyal" and that their conduct is merely the outgrowth of a belief in perfect freedom of discussion. The charges assume secondary importance, however, in the light of the educational policy that is responsible for bringing them.

The charges grew out of a series of questions asked De Witt Clinton High School teachers by John L. Tildsley, associate superintendent of schools. Only the principal, Mr. Tildsley and the teacher examined were present, except for part of one man's examination, when a strongrapher was also present.

Naturally reports vary of what took place. In going over with the writer afterwards some of the questions that he had been alleged to ask, Mr. Tildsley not only admitted having asked certain questions but gave the answers that he himself regarded as bound to be given by anyone whose views on education were sound. Thus, it was clear that he believed "yes" to be the only proper answer to this question: "Would it not be wise to cultivate in our schools some of the virtues 250

cultivated in German schools, viz., love for and spirit of obedience to one's parents, love for the fatherland and a willingness to make sacrifices for it, a spirit of obedience to law," etc. Some of the other questions that Mr. Tildsley admitted

that he asked were these:

Should not children leave the high school with the idea that whatever institutions have survived the test of time are more probably right than those that have not?

What would you do if a boy called President Wilson a murderer?

Does the critical attitude in children need encouragement?

What would you do in order to curb the individualistic tendencies of our boys-Russian Jews?

Do you believe that the Liberty Bond question is still open for discussion?

These are the mildest among the questions which the teachers say that Mr. Tildsley asked. But it is not necessary to rely on his questions to learn Mr. Tildsley's views on educational policy. The following sentences were taken by the writer substantially at his dictation:

I believe that public school teachers are state servants. They have obligations to the state higher than those of ordinary citizens. They must discharge these obligations actively, not passively. Teachers are in a position analogous to that of the army and the police force; it is their business to support organized institutions, not to oppose them.

A lot of these teachers at De Witt Clinton High School believe that by giving absolute freedom of discussion to children you enable them to reach proper conclusions. I differ with them absolutely on that point.

These were generalizations, so Mr. Tildsley became specific: When the government has once authorized the issuance of Liberry Bonds, the windom of that course is no longer open to question. It may be discussed until Congress has acted, nor after. If the question of a second issue comes up, it is again open to discussion unit settled. Issues are temporarily closed to discussion while governments policies are being carried out.

Mr. Tildsley's views have further practical implications than this, however. An interview in the New York Tribune, which he admitted accurately expressed his opinions, quoted him as saying:

In the De Witt Clinton, Supyvesant and Boys' High Schools, where he pupils are largely foreign born or of foreign-born parents, it cannot be denied that Socialistic views are in the ascendency. This tends to create antagonism to the government. The attitude of some of the candlers is to blame, because, being themselves pacifiest, interesting the contraction of the candlers are described by the contraction of the candlers are described by the contraction of the candlers are described by the contraction of the candle candle

We intend this week, if possible, thoroughly to stamp out this evil. Every teacher who does not come up to the proper standard of patriotism will be severely dealt with.

This makes of socialism not a political philosophy or even a party program, but a species of criminal disposition. Mr. Tildsley is apparently unaware that many Socialists have come out strongly for the part played by this government in the war.

A New York daily has remarked that Mr. Tildsley's place is in Berlin, but it is not necessary to go so far afield. His methods are the methods of autocratic industrialism made familiar by Colorado, West Virginia and Lawrence, Mass.

These are some of the fruits of the concept of education that has been allowed to prevail in this case. Next week the SURVEY will discuss what seems to be the other main aspect of the affair, namely, the rising demand that teachers have more voice in saying what is best for children in the public schools,



WAR FINANCE AND THE COST OF LIVING

ON several occasions attention has been drawn in the SURVEY to the fact, as yet frequently ignored by writers and speakers on the high cost of living, that the rapid rise in prices since 1914 has not, primarily, been due to shortage of food and other raw materials -though this has played its part-but to the inflation of currency which has depressed the purchasing power of the dollar. This fact was brought out by several speakers at a conference on War Finance, held on November 2-3, by the American Academy of Political and Social Science. The subject was more especially dealt with by Carl Snyder, of New York. He said:

The war has already added to the stock of this country a billion of new gold, which has resulted in a credit expansion of nearly 50 per cent and a rise in general prices of nearly 100 per cent. This means that the war will cost us, as it is costing England and other nations, roughly, twice what it would have cost if there had been no such inflation. Here the distribution is not inflation to the state of the distribution of the war will be doubled again.

It is impossible here to reproduce the close argument by which this speaker arrived at his conclusions—which will be found in the proceedings of the conference, to be published in January. The practical question, to him, seemed whether the immense cost of the waraburden of debt which may reach a total of fifty or sixty billions, or more, if the war lasts three years longer—is to be met by genuine saving or by some form of inflation. The problem, as he sees it, is one of expediency. He adds:

It seems to matter little that all this [the rolling up of five billions of loan subscriptions, half of which are merely bank loans] outrageously awollen credit currency, and that the millions of poor people and small investors and life insurance holders who cannot expand their incomes in any adequate millions who arrarely have any voice in mational affairs, and all the more so because they are for the most part un-understanding

and dumb. To them matters of finance and economics are a seven-scaled book; and there seems no one save the most ignorant and demagogic of politicians to give heed to their wrongs.

That the borrowing of money from the banks to buy bonds and the borrowing upon bonds as collateral and the purchase of bonds by the banks is certain to cause inflation, and that this inflation, by causing a rapid rise in prices, must seriously injure nearly all wage-earners, salaried employes and receivers of relatively fixed incomes while benefiting those who pay those wages and incomes-and especially those who have large quantities of commodities to sellwas the burden also of an address by Prof. Roy G. Blakey, of the University of Minnesota. He laid particular stress upon the necessity of economizing now and paying large taxes from current incomes rather than rely upon a policy of future sacrifices to pay for present huge loans:

The government cannot by any financial hocus-pous get twenty billions worth of commodities and services unless we give up that amount and live on the remainder.

It is possible to carry on a huge undertaking like war only by diverting a large part of our energies from the usual channels.

Laboring under the delision that this burden may be shifted in large gun to economize to the extent of two-offshis of our income, which is the average amount that must be saved to carry out present plans.

The necessity for higher taxation was foreshadowed also by Prof. F. W. Taussig, chairman of the Tariff Commission, and by Frank A. Vanderlin, chairman of the War Savings Committee. Alexander D. Noves, financial editor of the New York Evening Post, professed himself an unbeliever in the theory that government loans, except where they have been deliberately used as a basis for currency inflation, have been a cause for the rise in prices. But even he admitted that a very much heavier taxation, decreasing the purchasing power of those upon whom it fell, would unquestionably inhibit the rise in prices.

A NEW PEACE OFFER FROM RUSSIA

"I HEREWITH have the honor to inform you, Mr. Ambassador" thus, in the formal style of diplomacy. Leon Trotzky, Russian national commissioner for foreign affairs, addresses governments that refuse to recognize him or the People's Commissaries for War, of whom he is one, and who claim to speak for the Russian people and government. Ambassador Francis and his colleagues of the allied embassies on November 22 were in the uncomfortable position of having to transmit to their governments a communication from Trotzky which it was impossible for them to acknowledge formally, but which contained news of the greatest importance. In it, Trotzky proposes an armistice on all fronts.

The governments of all the belligerent nations (and these nations apart from their governments also) are invited to consider as a formal offer of an immediate general armistice the declaration in favor of such an armistice and of a democratic peace on the basis of no annexations or indemnities and the self-determination of nations recently approved by the All-Russian Congress of Soldiers' and Workmen's Delegates.

Publication of this message is accompanied by renewed verbal assurances on the part of the commissaries that they are entirely opposed to the idea of a separate peace between Russia and Germany. The fact, however, that an eminent general has been dispatched by Germany to Petrograd, whereas no new offer of peace or armistice has been made by her to the western allies, would seem to indicate that the central powers hope for a separate peace and will go far to bring it about.

To what extent the Russian people, especially the peasants, soldiers and industrial workers (here named in the order of their numerical and political importance) really support the self-elected commissaries it is impossible to say. Those Americans who have recently returned from Russia seem to avere on this

point: that the common people, now that the monarchy has fallen, fail to see what further use the nation can have for a large military establishment and for war. While the commercial and intellectual classes understand the danger of German supremacy, the people-as everywhere and always in history-merely desire to go back to their daily work and life.

#### BAZARING FOR WAR-RELIEF FUNDS

HE scandal over the Army and Navy Bazar in New York has made a practical issue of the proposal, made long ago and often repeated, that all agencies which appeal to the public for funds shall be required to incorporate, to file audited financial statements with some public body, such as the State Board of Charities, and be subject to oversight by that body. Something of the kind seems especially to be needed in New York, for here center most of the national and international funds as well as the city's own great charities. Yet there is no official oversight like that of the Municipal Charities Commission of Los Angeles and other cities, nor of the kind furnished by charities endorsement committees of chambers of commerce or other quasi-public bodies.

A proposal for official oversight would have been pressed for enactment by the last New York legislature had it not been for the Strong inquiry then being made into the work of the state board. with its subsequent report on the laxity of that body's inspection work and general organization; and for the fact that the charities which did not offer audited statements and resisted the idea of inspection were, for the most part, small in scope and inconsequential in the total funds raised.

Now, however, the situation has changed. The State Board of Charities is credited with fresh life and purpose under the secretaryship of Charles H. Johnson, and the importance of the unincorporated charities has increased a thousand-fold with the advent of the war-relief agencies which appeal to every pocket-book and raise funds into the millions.

Most of these agencies, as listed by the Charity Organization Society, are admirably managed, and many of them meet the standards of work and of accounting set up by the best of the older societies. About a few there has been question, usually for a failure to make proper statements. Some have stood out against any form of oversight on the ground that what small staff they hadif any-was working day and night and could not take time from raising money for dire need to tell just where every penny was sent and whence it came.

Then the newspapers printed the

story of the bazar with figures, as yet not officially audited, which showed a net return of about \$700 on the \$70,000 spent by the public; in other words, that it cost about \$100 to get a \$1 kit to a soldier

Whether or not anything comes of the talk of official investigations, indictments by the grand jury and of demanding a return from advertising solicitors and others who worked on a commission basis, the affair offers a shining example of the costly inefficiency of raising money by bazars and entertainments. Every Ladies' Aid Society knows that money would have been lost on the church supper if Mrs. Russell had not given the chicken pie and Mrs. Snook the cakes. So, too, on a larger scale, social agencies have come to look with increasing disfavor on all forms of moneyraising except by straight appeals for gifts made by salaried or volunteer representatives, never by agents working for a commission or a bonus.

The bazar exposé came just before the opening of Hero Land, perhaps the biggest money-raising show ever given. The management immediately announced in large display advertisements that the \$150,000 which its installation had cost had been met in advance by the concessionaires, most of whom are the war-relief agencies, and by gifts. Its announcements declare that

every cent received at Hero Land (whether at the booths, at the exhibits, in entrance fees or from any source) will-after payment of rent, advertising, clerical hire, decorations, insurance and the bare expense of operation—go directly to the great war-relief committees (whether American or foreign) of rent, advertising, clerical hire, decorations, management committee receives no profit, percentage, salary or remuneration.

Hero Land, a circular announcement informs us.

will be the greatest spectacle the world has ever seen, for the greatest need the world has ever known, and will combine the best and most elaborate features of a military pageant, a patriotic entertainment and a spectacular bazar. It will serve three major purposes: (1) to relieve a distress the like of which has never before been known; (2) to offer, on a magnificent scale, instruction and entertainment to the 5,000,000 inhabitants of

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Robert W. de Forest, president; Poul U. Kellogg, editor; Arthur P. Kellogg, secteory; Frank Tucker, teranser. 25 crests a copy; 31, a year; foreign Copyright, 1917, by Swreey Associates, Inc. Enterd as second-class matter March 25, 1909, at the past office at New York, N. Y., under the Act of March 3, 1879.

New York; (3) to help defeat our enemies abroad as well as confound the disloyalists within our gates.

Along with these unimpeachable sentiments and the portraits of Mrs. Woodrow Wilson, Mr. Balfour and Ian Hav. who are among the patrons, the publicity man has beguiled the management into a request to "help along the Hero Land idea of a soup kitchen for poor soldiers and civilians," which just misses staring in the face of another page, "Pleasures of eating at Hero Land, where-Mr. Hoover, please note-"the public will find every kind of cooking and every kind of food for every kind of taste," including "good musty ale." On another page the delectable tea room of the Red Cross is coupled with a para-graph concerning the Golden West Cabaret-"a place where a committee of great ladies are to serve light teas and suppers and only such alcoholic stimulants as great ladies would condescend to serve."

There is a breath of reminiscence in such a mixed program for those who can remember back to the era of street fairs in the Middle West. Street fairs were given by all of the fiercely competing small cities to "boost" the town and because all of the others did it. They were under the auspices of the very best people and were managed by smart young men who combined resourcefulness with an appreciation of the various and sundry kinds of people who make up a city and the various and sundry kinds of entertainment that must be provided them

Hence it was that the leading merchant found his dignified advertisement in the official program facing one which disclosed to the thirsty that Dutch Arnold's café would be open until midnight every night of the fair, that Dutch himself would be behind the bar to greet his many friends from other cities and that every third drink would be on the

#### CONSERVE FOOD BY MAKING SPEECHES

OR nearly half a year, between two Fand three thousand men and women who volunteered their services as speakers for the Food Administration have waited for precise instructions concerning the subject matter of their addresses. On November 2, Arthur E. Bestor, director of the Speaking Division of the administration, sent out the first two speakers' bulletins containing references to material previously published which speakers are urged to emphasize and outlines of complete lectures which may be built up with the help of this material.

The first of these lectures is based on the idea of food conservation as "an adventure in democracy;" i. e., "by selfcontrol, not by decree; by cooperation, not by compulsion." Another bulletin on the compulsion of the control o

Although obligatory legislation and methods of compulsion play a much greater part in the food conservation among our allies, voluntary effort and education by the spoken word with them also is relied upon to no small extent. In Paris, an organization called "Cheaper Living" has been formed. It is a "national school of economy and thrift," and its lecture courses are followed by formal examinations. From those who pass, delegates are chosen and accredited by the ministers of the interior and of education to hold lectures in the city and suburbs. These "extension lecturers," it is reported, by their personal contact with different groups, already have made their influence widely felt.

# HOSPITALS FOR AMERICAN SOLDIERS

THE war service committee of the American Hospital Association on November 21 formulated a statement of its belief that instead of building altogether new hospitals, as seemed to be the intention of the War Department in preparing for the return of wounded men, existing resources should be utilized as far as possible. Duplication of hospital plants and organization appeared to the committee deplorable at this time when the nation is necessarily husbanding its resources.

Dr. S. S. Goldwater, of Mt. Sinai Hospital, New York, chairman of the committee, cited the example of the British in this matter:

In a statement made to the British Hopinia Association on October 19, 1917, Mr. Horne, representing the Pensions Ministry, and that he ministry had no intention of a state of the property of

The war service committee is of national scope and is instructed by the American Hospital Association to "finform itself of all military conditions in which hospitals may be concerned, to consult with military authorities and to assist in every way whenever desired to do so." The committee has suggested the creation of an "auxiliary medical corps for home service" as a means of cooperation between military and civilian hosvitals.



# Somewhere in America

Laying submarine cable, hundreds of miles of it, to acores of isolated lighthouses is one of the telephone tasks made necessary by the war. The Bell System has also built lines connecting some two hundred coast guard stations.

It has built complete telephone systems for fifteen National Guard cantonments and fifteen National Guard camps, each a city in size, and also at many naval, officer's reserve, mobilization and embarkation camps and at army and navy stations.

It has provided an enormous increase in long distance facilities throughout the country, that satisfactory service may be maintained between cantonments, training camps, guard outposts, military supply stations, war industries, the National Capital and other centers of Government activity. The Government facilities at the National Capital have already been increased three-fold and there has been a tremendous increase in local and toll facilities.

Fifteen thousand miles of telephone wire have been taken from other uses for the exclusive service of the Government and some 20,000 miles of telegraph facilities also provided.

Meanwhile the Bell System has given generously of its man power, until over seven thousand men are in service or recruited for military duty.

Members of the Bell System whether they have already gone to France or whether they have stayed at their posts to help mobilize the country for victory, are equally in the service of the Nation.



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# Book Reviews

SOCIAL DIAGNOSIS

By Mary E. Richmond. Russell Sage Foundation. 511 pp. Price \$2; by mail of the Survey \$2.10.



This is an admirable book, which deserves to be read and pon-dered far outside of the circle for which it was immediately intended. The author's purpose, as she tells us, was to develop a common basis of knowledge for all social workers which could he taken for

granted in the case of any individual practitioner, just as in the case of physician or lawyer or engineer there is a hody of traditionally formulated and transmitted experience which each takes for granted in dealing with his professional brethren. She found this basis in the elements of social diagnosis, and her book is a study of method in the gathering, appraisal and application of social evidence which will not suffer by comparison with the best that has been done along similar lines in the older sciences.

Others who are better qualified than I must speak of the details in their immediate relation to social work. To me the impressive thing is the general attitude of the book toward matters of wider import than its imtoward matters of wider import than its im-mediate purpose and its relation to the movement for a better organization of the social sciences. In the nineteenth century, reaction from the boundless faith in the in-tellect born of the Renaissance led to an era of watertight-compartment sciences, each self-sufficient, content to rest on its own basis and find within itself materials for a critique of itself.

Occasionally those who had mastered one of these compartments would look out therefrom and pronounce dogmatic opinions as to the others, and these exhibitions easily confirmed the occupants of each of the others in their assurance of self-sufficiency. It is common knowledge, to speak but of my own compartment, how seriously jurisprudence was hampered by this attitude in the last generation, though none who were not in the compartment may readily appreciate how thoroughly it was bolstered up by the con-fident dogmatism of critics in other compartments assuming to generalize solely on the basis of the no broader content with which they were familiar.

A stage of unification set in at the opening of the present century. Men began to hreak down the compartments and to let in light and air from the outside. They began to work out critiques of each not from within but from without. Instead of looking out upon others dogmatically from their they began to look at their own from the standpoint of the others and in their relation to the others. But too often this tendency in practice has not gone heyond en-thusiastic promise. Miss Richmond has given us a notable performance in subjecting her own compartment to this sort of critical scrutiny.

Much of the friction between law and

extra-legal social agencies that has been so irritating in the past has been due to ig-

norance and consequent suspicion by each of the problems, difficulties and purposes of the other. The law is an elaborate machinery of balances and compromises between conflicting interests. Those who see only a part of the machinery do not perceive how easily the whole is put out of balance by disturbance of an apparently insignificant cog. Those who have custody of the whole do not always perceive how easily a time-worn part might be replaced with heneficial effect on the running of the whole.

The rise of new interests, especially the relatively sudden appreciation of the social interest in the moral and social life of the individual, put a severe strain upon the machine at the end of the last century, and for a time neither the nature nor the cause of the strain was well understood. Lawvers saw too exclusively the old ends and the old interests, which are still highly important. Sociologists, theoretical and practical, saw too exclusively the new interests. The remedy lay in leading each to perceive the other's aims and the other's problems. I know of nothing so useful for this purpose as the present book. Written as a critique for social work, it is the very sort of book to convince judge and lawyer that the social worker can give him something he can tie to and to dispel the not wholly unfounded suspicions hy which he has been troubled in

the past.

Method for method's sake is futile. the social sciences in the shaking up involved in a stage of unification have suffered from the man who says, "Go to will work out a method," and proceeds to evolve an elaborate scheme a priori to be filled in as he learns the subject-or by someone else as the latter learns it. But ing to reveal a method is only less futile.

The latter does in time develop a certain instinct. Yet it is a most fallible instinct in difficult situations, as the student of AngloAmerican law, with its traditional contempt for general theories, good or had, may testify abundantly.

In all departments of mental activity we need exactly that critical thinking upon experience in order to lay out lines for the future, that organization of experience in one line with reference to experience in other lines and in order to enable us to use it intelligently, which gives true method. Critical gathering of evidence, rational appraisement of it, and straight thinking on the hasis of it when gathered and appraised are prime requirements in every branch of human activity. Men cannot do these things offhand activity. Men cannot do these tunings of that of the social workers are fortunate in having no traditional organon to clear away. Certainly they are fortunate in having for their first essay in that direction the thoroughly scientific piece of work which Miss Richmond

has given us.

Though historians and lawyers had long been wrestling with the difficulties involved in critical gathering and rational appraise-ment of evidence and had developed a cer-tain instinct with respect to them, psychologists have shown us that these things involve much more than we had supposed and are hy no means isolated problems of particular subjects. Anyone who studies them scientifically with respect to any hranch of activity, relating them as they appear in that branch to the forms they assume in neighboring hranches, does a real service to the advance of learning. Thus Miss Richmond's book has an importance much beyond its immediate field.

ROSCOE POUND.

FRANKLIN SPENCER SPALDING-MAN AND RISHOP By John Howard Melish. The Macmillan

Company. 297 pp. Price \$2,25: by mail of the SURVEY \$2.40.



If Bishop Spalding could have taken time from his life-long work for others to think of himself as the subject of a hiography, he could not have chosen a hiographer more after his own heart than John Howard Melish. But all the references to himself that could be

his mother and sister asking why he could not do better work for others. A selfless soul stands out in the open, working with rugged manliness at white heat for others as simply and really as the story of his life is told.

As a man among men, this Christian minister learned to know, preach and apply the social gospel from the conditions of life about him as he met them at first hand in a parish of the well-to-do, in the mining camps and Mormon communities of his missionary bishopric in Utah and in his contact with all classes of people in great cities at home and abroad.

Thrilling is the story of his lifelong struggle for reality in religion and for the realization of the social spirit and ideals of Christianity incarnated in industrial de-mocracy. And much to the credit of the

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An Introduction to Social Psychology

church was, not only its tolerance of his radicalism which went far beyond the views of the great majority of its clergy and laivy, but also its choice of a man of such advanced is it that such a story of his own and the church's social evolution has been told so frankly and specifically, because it is typical of the beroic struggle of many another of the theory is supplied for the project of the project of

churches, and because it is as true of the way in which almost all of the churches have been led at least to recognize their own social function.

But Bishop Spalding really tested the loyalty of the Episcopal church to freedom of thought and liberty of action as few of the compact of the property of the compact of the cours of their price to the cours of their price of the cours of their price of the cours of the cou

vate judgment.

A heroic figure indeed is Franklin Spencer
Spalding as Dr. Melish portrays him, "standing there a sermon in reality," and the portrayal of him as both bishop and Socialist
attests withal the free spirit of his church.

Grahiam Taylor.

AFTER-WAR PROBLEMS

Edited by William Habbutt Dawson. 366 pp. The Macmillan Company. Price \$2.50; by mail of the SURVEY \$2.65.



the SUNUY \$2.65.

The contributors to this volume are the late Earl of Cromer, Viscount Haldane, Professors Alfred Marshall and S. J. Chapman, two bishops, a labor member, a progressive tory member and two liberal members of Parliament, the leading English housing reformer, the Earl of Meath, Mrs.

Fawcett, Margaret McMillan, a majority member of the late poor law commission, a well-known medical officer, a large employer, and several more—a distinguished if somewhat motley company. The threads running through all their contributions and binding them into a whole are a sincere desire for social reform and willingness to give up the old dividing lines of party, creed and class.

In some ways, the volume marks a new departure in social and economic thought: here men and women of pronounced convictions try to see the naked ruth and to accept its lessons for the future without rewards of the converse of the future without rewards to the converse of mining royalies admits that the burden of taxation can only be lightened by applied Socialism: "There is only one direction in which we can successionly one direction in which we can successionly one direction in which we can successionly to the commonity. To begin with, we should naturally turn to monopolies." A labor leader admits that the restitution of former trade-union that the restitution of former trade-union impulse of patriotism, without regard to changed circumstances is not the most in-

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telligent aim for the labor movement to adopt; but that "for us, a general increase of output becomes a matter of extreme

The book is divided into four sections, dealing with Empire and Citizenship, Na-tional Efficiency, Social Reform and National Finance and Taxation. All of them are full of suggestions, most of them directed towards immediate practical ends. Perhaps that is immediate practical ends. Perhaps that is regrettable; for it gives to the program as a whole—if unrelated proposals made by persons with such widely varying viewpoints may be regarded as such—too conservative a tone. National progress may be sustained for a time by various elements in the nation uniting upon the eradication of old and obvious evils—such as bad housing conditions or the subsistence of large classes conditions or the subsistence of large classes below a decent minimum standard of life-and upon safeguards against immediate dangers—such as a swamping of the labor market after demobilization, the burden of debt, or inefficient methods of industrial dueation; but a more sweeping flight of the imagination is required, a more prophetic vision of the future, if the magnificent mutual loyalty of the people shown during the

ing human betterment.

Though Professor Chapman and G. H.
Roberts, M. P., come near it in their thoughts ful contributions, none of the writers sug-gests that the whole wage system upon which modern England is built up is fundamentally wrong; that labor—at least the temperawrong; that labor—at least the tempera-mentally progressive and supiring element in the labor world—never will be content with grievance boards or industrial parliaments, however well worked out in detail, but will, ever more loudly clamor for a real partici-tory of the progression of the participation of the ever more loudly clamor for a real partici-tive more loudly clamor for a real participation. Aldridge knows and feels it, he does not in this evaluous pack of the resemial unwholethis volume speak of the essential unwhole-someness of all large cities and of the right of the average man to a better home than the bare minimum of accommodation considered by medical experts essential to health.

Margaret McMillan, for so many years ridiculed as a dreamer, until she proved by her work that vision and practical achievement go together, alone "unveils new horizons." For she closes her paper thus: "We zons." For she closes her paper shus: "We have spent much time in gathering statistics, in comparing methods,' and also in a great variety of petitiogging reforms. The time for such work is over. Through the dimness that is our past and the cloud of storm and blood that lies just behind us, glances something that is more precious than anything, we hope for multiple something that the state of dazzling, undreamed-of joy that echoes through the footfalls of colossal failure and ",worros

BRUNG LASSES

THE DISINTEGRATION OF ISLAM
By Samuel M. Zwemer. Fleming H. Revell
Company. 231 pp. Price \$1.25; by mail
of the SURVEY \$1.37.

The author of this very interesting work is a missionary who does not conceal his hostility to the faith with which he deals. He tells us nothing of the days when Moslem culture led the world and all Christian Europe was in utter darkness—save in the rehappenings among Mohammedans he gives a good if rather disconnected account-para good if rather disconnected accountempar-ticularly of the Wahabi movement. One of the most valuable things in the book is the estimated population of the Moslem world on pages 113-114. The estimate of only eight millions for the Chinese empire (or republie) is surely too small. When the present reviewer lived in that country twenty years ago there were mosques in every city, over twenty in Peking and four

in Tientsin, while the Moslem population of China proper was estimated at some thirty millions. There are many more in Chinese millions. central Asia.

Books about Mohammedanism are so often written in a spirit of shallow sneering at Christianity that it is a most welcome relief to find one from so different a standpoint. This careful work is almost indispensable for the serious student of missionary work among the followers of Islam today. Here in a word is an eloquent sermon on the text: "The answer to the claims of Islam is the condition of all Islamic lands." Still, it is impossible to read it without imagining a similar work on the present condition of the civilization that Christianity inspired. No enthusiasm for missions must ever blind the zealous Christian to the fact that by far the most important thing to be done just now is to bind up the wounds of Christendom.

IAN C. HANNAH

KING COAL

By Upton Sinelair. The Macmillan Company. 396 pp. Price \$1.50; by mail of the SURVEY \$1.62.



A dozen or more years ago, Upton Sin-clair's The Jungle, succeeded in shocking the people of the whole country. The government investigation of stock-yards and packing-houses that followed led to an-other tale of horrors, couched in govern-mental English, and then Congress passed

meat-inspection bill. King Coal, the latest book by the same author, is not likely to have a similar effect. For one thing, people do not eat coal and they are less sensitive about conditions under which it is produced. Moreover, govern-mental investigations, magazine articles and press dispatches have in the last few years centered public attention on coal minea to an unusual degree. Discussion and agitation in this case have preceded instead of being aroused by the book. To a remarkable de-gree Sinclair has succeeded in catching and

visualizing the spirit of a certain phase of industrial life.

The story is of a wealthy young man who, wanting to study sociology at first hand, sought a job in a coal mine. He happened on a section closed to the unions, and his first experience in applying for a job in-volved a beating-up and a night's lodging in jail because he was suspected of being a union organizer. When he finally succeeded in getting on to a mine payroll, his education progressed rapidly. Because he could tices as short weights, political dominance of the company and denial of free speech, he found himself the leader of a strike and then the principal actor in a farce or a tragedy, the principal actor in a raise or a range or a coording to the point of view, known in Colorado as "going down the canyon." In other words, he was run out of camp.

The strike fails and the story ends with

the hero clad once more in his city clothes, speeding on a train back to the life which he

had temporarily ahandoned.

Insofar as the story is intended to be an account of actual conditions, it must be accepted as a description of an extreme rather than of the average. But the story is neither impossible nor improbable. It might be hard to find any one mining community which contains all of the brutality and viciousness credited in this story to "North Valley" and the coal company officials therein who com-bined in themselves all the functions of government-legislative, judicial and executive. But it is not too much to say that the

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(Continued from page 262.)

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THE SURVEY

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(Continued from sace 268.)

OUTLINES OF CHINESE HISTORY
By Li Ung Bing. The Commercial Press,
Ltd., Shanghai. 644 pp. Price \$3.75; by
mail of the Survey \$4.

GEOGRAPHY OF CHINA

By Horatio B. Hawkins. C Press, Ltd., Shanghai. 86 pp. Commercial Price 62 cents; by mail of the SURVEY 77 cents.

From the Commercial Press in Shanghai come these two well made, well illustrated The American reader will, it must be confessed, enjoy the quaint illustrations and valuable maps perhaps more than the text, since his reading of the text will be frequently interrupted by Chinese names which he looks at but does not dare pronounce even to himself.

Mr. Bing's history has a twofold purpose. In his preface, he says that he addresses those who are studying English rather than those who are studying history. "It is not so much an attempt to teach Chinese history by English as English through the medium of Chinese history." Nevertheless, even a cursory glance through the chapters shows one that the book is distinctly modern in its method. Battles are fought and kings described, but the main emphasis is upon the institutions of the Celestial Empire and their

modification in the light of modern events. The aim of this study of the country's history is to develop statesmanship. The volume has a commendatory introduction by Professor Whiteside of Soochow University.

Similar in aim is the volume by M. Haw-kins of Soochow. His geography is of the handbook variety, essentially a text and reference volume. It lays special emphasis on the resources of China, mineral and otherwise; upon the highways of commerce, railways, canals and rivers within the country, and to steamship and railway connections with other countries.

Its illustrations are of interest and the maps of decided value. The hook is by no means out of place in any American reference library. Like the history, it has the practical aim of acquainting the Chinese student thoroughly with the country whose affairs he may one day be called upon to have in a disjunction. share in administering.

TECHNIQUE OF SOCIAL SURVEYS
By Manuel C. Elmer. The World Company, Lawrence, Kansas. 93 pp. Price \$1; hy mail of the Survey \$1.06.

The shelf of books discussing and outlining methods of community study and social surveying has not yet stretched to five feet, but at the present rate it promises to reach that dimension soon. One of the more re-cent to gain a place is Dr. Elmer's little handbook aimed at improving the technique

of community-study.

The book devotes itself to two main questions: the kind of facts to be gathered in social surveys and the use to be made of them, the greater and more valuable part of the publication being devoted to the for-mer. This includes discussions and questionnaires relating to a rather wide range of topics having to do with social welfare, the more important among them being pop-ulation and vital statistics, educational agencies, recreation and amusement, Indusagencies, recreation and amusement, indus-try and labor conditions, disease and health measures, housing, public utilities, trans-portation and storage, distribution of wealth, political organization, taxes, charities, courts, child-care, defectives, juvenile and adult tionnaires on educational and recreational facilities and on housing are developed in more detail than the others. A few topics, particularly public health, taxation and in-dustrial conditions, are not adequately dealt with for a book on survey technique.

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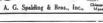
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While the hook has the weakness of many others on the same subject, namely, its dwelling too briefly upon the purpose in and reasons for collecting the mass of facts called for, and of instructing too little in the interpretation and methods of using the facts, it nevertheless has suggestions for the surveyor and will he of use to individuals, clubs and other groups of citizens who wish, perhaps, not so much to make a survey as to become intelligent upon social conditions in their own community. It calls for data that public-spirited citizens should want to possess and that ought to be of value in suggesting steps for the community's advancement.

#### SHELBY M. HARRISON.

AN INTRODUCTION TO SOCIAL PSYCHOLOGY By Charles A. Ellwood. Appleton. 343 pp. Price \$2; by mail of the SURVEY \$2.20.

In the midst of a world convulsion, Professor Ellwood presents us with a theoretical study whose quiet aloofness from immediate problems may prove intellectually refreshing to some minds. Compared with his previous volumes on sociology, this Introducti to Social Psychology has certain new points to offer, taking us a little farther into the analysis of the way in which individual ideas and so-called "natural tendencies" of human nature are effective in hringing about social changes. Now and then there flashes out a thought of immediate bearing upon the dif-

ficult social psychology of war-time. Such a paragraph as the following, for instance, strikes home at a time when the power of government is exerted to an extent previously unthought of in the United States, and when the ideas or action of minorities tend to be submerged: "The burden of responsibility for main-

taining flexibility of social life through the free functioning of the mechanism of conscious social change rests, however, especially upon the ruling classes, that is, upon thou who are in charge of the institutions of social control. If the governing class will keep in touch with the needs of all classes; if those in authority in government, in law, in indus-try, in education and in religion will seek first the public good; if they will seek to keep open the means of understanding and sympathy with all other classes; if they will keep free public criticism and discussion and all the means of forming rational public opinion and of selecting authorities to carry out the same, there will be no danger of revolution being resorted to in any social group" (p. 182).

Professor Ellwood's book, however, will remain rather for the special student of psychology and sociology than for the general reader. The student will find a balanced presentation of various factors of importance in social life, and a thoughtful analysis of the psychological factors underlying the stahility, as well as the changes of human society. It is unfortunate that sociological works seem to run toward the use of words of many syllables.

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The Crisis; monthly; \$1; National Association for the Advancement of Colored People, publisher, 70 Fifth Ave., New York.

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Mental Hygiene; quarterly: \$2 a year; published by The National Committee for Mental Hy-giene. 50 Union Square, New York.

National Municipal Review; monthly; \$5 a year; authoritative, public spirited, constructive; Na-tional Municipal League; North American Bidg., Philadelphia.

The Negro Year Book; published under the auspices of Tuskegee Institute, Tuskegee, Ala; an annual; 35c, postpals; permanent record of current events. An encyclopedia of 450 pages of historical and sociological facts relating to the Negro. General and special bibliographies; (ul)

Public Health Nurse: Quarterly: \$1 a year; na tional organ for Public Health Nursing, 600 Lealington Ave., New York.

Social Hygiene; a quarterly magazine; \$2 per year; The Social Hygiene Bulleins; monthly; \$.25 per year; both free to members; published by the American Social Hygiene Association, 105 W. 40 St., New York.

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hons; copy unchanged throughout the mental, CHILD WELFARE, Park American, Congress an Montevideo, Uruguay, March 17-24, 1918. Secty, Edward N. Clopper, 105 East 22 St., New York city.
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the great fester of Prussian cruelty would never have been suffered in a world in sympathy with the teach-

ings of Jesus.

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Two million of our boys , and men are already under arms. Thousands more may be called. They come, for the most part, from the highways and byways, are without church affiliations, and have never intimately known Jesus Christ, Now,

face to face with danger and privation, with new temptations, and new hardships, they are looking for light.

If this be true, then equally important with the rifle and the first aid kit, in the equipment of the tighting man, is a Testament,

President Wilson says, in heartily endorsing this effort: "I hope this object may be accomplished for the sake of the men who are going to the front. THEY WILL NEED THE HELP OF THE ONLY BOOK FROM WHICH THEY CAN GET IT."

The American Bible Society is supplying free of.

charge the requests for Testaments of the Army and Navy chaplains. In addition to this the society has granted without charge one million Testaments to the Y. M. C. A., which their secretaries will distribute. This will secure a Testament to each man wishing one. None will now be overlooked.

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ting the Gospel of Jesus Christ seriously read and profoundly understood. The American Bible Society is taxing its credit and its capacity to produce these Testaments. We are trying to do our plain duty. Will you help? \$25 will onthit a company of a hundred men, \$500 will outfit a regiment of 2,000 men.



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A. S. Brutleson, Pastmaster, General

# SURVEY

Four Months in France
III. The Work for Soldiers
By Paul U. Kellogg



First Aid to New Voters

By S. Grace Nicholes

Giving the Teachers a Voice
By Winthrop D. Lane

The President's Message
Alcohol and Army Camps
A French Colonel on Wine
The Report on Bisbee
The Catholic War Council

Social Welfare in Time of War and Disaster

By Christine McBride and Susan M. Kingsbury

#### **JOTTINGS**

When first he saw the zebra,
The donkey wagged his tail.
"My goodness!" cried the donkey,
"That mule has been in jail."
-Charles K. Blatchley at the New York
State Conference of Charlities and Corrections.

FIFTY million dollars was contributed to the Y. M. C. A. campaign for \$35,000,000 for work among soldiers here and in France. When it comes to money-raising, the Y. M. C. A. is first in peace and first in war.

THE Louisville Federation of Social Agencies, primarily a financial federation, has been organized, with Arthur D. Allen as president and Elwood Street, for the past year circulation manager of the SURVEY, as director.

ORANGE, N. J., has no unemployment, and the woodyard of the Associated Charities has been closed. "For several years part work has been poselneiful at excellent wages that there has been practically no unemployment that could not be taken care of in the usual Channels."

HEREAFTER licenses must be obtained before a bazar or other entertainment can be given for any form of charity in New York city except it be given by a church or traternal order. The ordinance passed by the Board of Aldermen was a direct outgrowth of the scandal over the Army and Navy

A VISITOR, seeing on the hall table of a rural school a solitary tooth-runk in a glass, asked the teacher what that brush was for. "Oh," replied the teacher, "we are so interested in hyglene here that we make every child brush his teeth when he comes to school each morning." Now this was told by a speaker at the American Public Health Association convention.

THE citizens of Avon, Monmouth county, N. J, bought up at less than market prices a fine lot of potatoes, lima beans, hay and other products, grown on a intery-five acre farm leased and cultivated by the borough to lower the cost of living. The borough treasury has netted a profit of about \$1,000 on the transaction. An outside offer to buy the whole potato crop as a considerably higher price was rejected.

DECEMBER 9 will be Tuberculosis Day. And in this cighth annual observance of the day more than 100,000 churches and other religious organizations are already on record with the National Association for the Study and Prevention of Tuberculosis as planning to take part. Special significance has been given this year by the grave reports from abroad concerning the extent and rawages of tuberculosis in other countries.

THIS week the feast of Chanukah, commemorating the rededication of the Temple after the defeat of the Hasmoncans by the Jews under Judas Maccabeus (165 B. C.) is celebrated in overy synagogue and in every Jewish home which maintains the ancient rise of the race. Gifts to the children are customary on this festive occasion. The teachers and alumni of two synagogues in New York decided this year to present each child attending their classes with a warsavings stamp instead of the customary box of candy. They suggest that other Sabits schools and the Sunday schools of Christian churches at Christmas, adopt the same plan, which would introduce the government's war savings scheme in thousands of homes.

COLUMBUS, Ohio, has approved by reference and extrain cordinance regulating pool community. The reference stipulates that pool rooms must close at midingly and all day Sundays, and that they may be operated only by American citizens or naturalized citizens. Under it a license fee of ten dollars a year is charged for the first table and five dollars for every additional table. The ordinance originally was passed by the City Council over the veto of the mayor; the referendum was taken on a petition of opponents of the

NEW YORK city has appropriated \$61,000 for extended industrial bygiene. This gives the Department of Health a larger sum for which the properties of the sum of the properties of the properties of the things of the properties of

CHILD Labor Day for 1918 has been set for January 26:22. Pamphlets on the observation of the day by churches, synagogues, schools and clubs are furnished free by the National Child Labor Committee, 105 East East Charles of the Committee of the See of the viries the Committee: "The rawages of hostillities bear heavily indeed on the present generation, but we must not permit the effects of it to be visited upon the children of the nation. The tribulations borne by the present should make us conserve to energies of the coming generations."

WHILE dollars and cents do not measure the value of the probation system to delinquents and to the public, it is nevertheless encouraging to learn that collections by probation officers in Masachusetts, as reported to the Commission of Probation, for the year to the Commission of Probation, for the year before and is more than ten times the amount eight years ago. Upwards of \$400,000 came from cases of non-support, including desertion and illegitimate child cases. The other considerable items are restitutions and suspensional to the control of the control

NINE days after New York women won the vore, Governor Whimman announced that he had appointed a woman—Ellinor Higley, of Hudson Falls—to the Siate Board of Charities. In the newspaper accounts, Mrs. Highest States of the State S

PRESIDENT POINCARE in August signed an act of the French Parliament appropriating \$50,000,000 for the industrial rehabilitation of the invaded and liberated areas of nonthern Fance, principally for the purchase of material and machinery. A new board is created under the Ministry of Commerce to a sixteen members, half of them appointed by the ministries more particularly concerned, and half of them representative manufacturers and merchants—at least four of the latter from the invaded region lists in the latter from the invaded region lists in the rawaged districts will have to be replenished with raw materials and re-equipped; while some provision in necessary also to supply with bousehold furnishings the familiar than the provision of these industries stutted her labor supply of these industries stutter the labor supply of these industries stutter the labor supply of these industries stutter the labor supply

INFORMATION collected by a new foreign news department of the Woman's Committee of the Council of National Defense contee of the Council of National Derense con-cerning gifts made by women in England and France for soldiers in the field, contains some picturesque details. The most original donation, perhaps, is that of fifty dollars from a woman for gramophone records to be used in caterpillar tanks. One observant Frenchwoman gave 700 fans to a hospital in Paris which was filled with African troopers; and the gift was so much appreciated that a further supply has been asked for. quiry, in one case, concerning games which a regiment stationed in the trenches would like to have sent it, brought the unexpected request for bowling pins and balls. It ap-pears that in dull times a trench is not a bad place for bowling. What weird military preparations the enemy must believe in process when he hears the noise across No Man's Land!

WHILE the cables have been hot with news of the Italian reverses, they have told little of the work of relief suddenly made necessary by the German invasion of Italy. For the purpose of organizing this relief, Major statement of the property of the purpose of organizing this relief, Major sioner to Europe, burried from Paris to Rome, followed by a staff of assistants, among whom were Edward T. Devine and Ernet P. Bichmell, accompanied by Paul U. Kelrette, and the property of the Paris work of

LNNN, Mass, after seven years' experience, gave up the commission form of government in the recent election, when a majority of almost two to one voted for a new chatter, to go into effect in January and providing for a mayor and eleven aldermen, four a large and seven by wards. Another Massachusett city, Gloucester, adopted the prefetors may register first, second and third choices for all candidates. Waltham cittens, dissatisfied with their present mayor and addermen system of government, voted in favor of the city manager plan and abolition highest votes becoming members of the conticil and selecting the manager from among their own number. Two other Massachusetts towns voted on changes in government with negative results: Winchester turned down the town manager plan, and Haverhill and four shock committeement.



# First Aid to New Voters

The Experience of Illinois Made Available for New York Women

By S. Grace Nicholes

EXECUTIVE SECRETARY CENTRAL MUNICIPAL CITIZENSHIP COMMITTEE OF THE WOMAN'S CITY CLUB OF CHICAGO

HEN the legislature of Illinois in June, 1913, granted partial suffrage to the women of the state, the question immediately arose-How are the women going to use in a wise and workmanlike fashion this complicated tool to which their hands are wholly unaccustomed? Many people felt the need of a rallying point for information, a center from which would radiate educational activities in behalf of this large class of new voters. It was natural that the citizens of Chicago should turn to the Woman's City Club, an organization which had been working for civic betterment, and ask-How are we going to apply this new remedy, the ballot, to the evils which we have been striving to reform? The Central Municipal Citizenship Committee was therefore formed, with Jane Addams as chairman; It was financed largely by the Chicago Equal Suffrage Association.

The committee was organized to assist the new voters to make an intelligent use of the ballot. An office was opened in connection with the Woman's City Club and later an executive secretary placed in charge.

These were the tasks which confronted the committee: to arouse the interest of the new voters in the government, to disseminate information, to utilize the public press, especially the foreign-language papers, to instruct the foreign women, to form classes, to rally the women to register and vote, to form non-partisan ward and precinct organizations, to hold mass meetings, to oppose partisanship in local affairs, to encourage women to act as judges and clerks of election and to furnish information on candidates and measures.

The first group of newly enfranchised women for which the committee felt responsible was composed of those of foreign birth. A class was formed for English-speaking foreign women and a simple course in American government offered. To this came not only the alien women, but workers among them from the Bureau of Charities, the courts and the Immigrants Protective League. Eleven different nationalities were represented, an unusually bright and alert group of women-editors of foreign newspapers, physicians and court interpreters, most of them leaders of their own groups.

This was a normal class and the endeavor was made to impress upon its members that they were in training to teach good citizenship to the women of their respective nationalities. A political boss, addressing a large meeting of foreign citizens, was much surprised to be interrupted by a woman who said in broken English: "We know that is not right that you are telling us. We have been taught by the Woman's City Club. You should go there, too, and learn!"

But the foreign women were not the only ignorant voters. In response to a demand from women of all stations, classes in citizenship were formed, some in the daytime to meet the housewife's need, others in the evening for the working woman, one at noon for the down-town business woman and one or two on the boulevards for the society woman.

The noon classes were the most popular. At one time there were as many as 300 in attendance, business girls who were willing to use their noon hour for civic instruction, more eager to learn to be good citizens than to eat. One large dry goods store gave an extra half hour at noon to its women employes to attend these classes in citizenship.

The young women, too, were interested. Some of them, not yet of voting age, attended the classes to take home the information to older members of the family.

A course was prepared for the teachers of the public schools and talks were given in one hundred and five different school houses. In women's clubs, ward and precinct organizations, lodges, ladies' aid societies, afternoon teas, political meetings, churches—in short, wherever women congregated—there was a demand for instruction in citizenship. To these various organizations the citizenship committee furnished speakers, at times sending over three a day. Many of the settlements formed classes or delegated some person to instruct informally any new voters who might apply. At one time classes in citizenship were held at the Woman's City Club every day in the worst.

While this class work was being conducted, a campaign of education by publications was also carried forward. A Handbook for the Women Voters of Illinois was issued by the Chicago School of Civics and Philanthropy. This was a simple, comprehensive statement of the structure of the government and was invaluable in familiarizing new voters with the complicated form of government in which they were called upon to take part.

A Catechism for Women Voters was published, giving in the simple form of questions and answers instruction in regard

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to the offices for which women might vote and the qualifications necessary to become a voter. Over 100,000 of these werdistributed and 25,000 were translated into Italian, Polish, Lithuanian, German, Bohemian and Yiddish. The simplicity of its form and wording made it easy for even the unlearned and timid new citizen to comerehend.

Under the election laws of Chicago all citizens have to register before they may vote. Thousands of leaflets were distributed through women's clubs, through ward organizations, in the churches and in house to house canvasses, urging upon women the necessity of registering in order to vote. Thirty thousand of these were translated into six foreign languages.

The first voting which the women of Chicago faced was a primary election for aldermen for the City Council. The primary law was complicated and difficult to understand. "To vote or not to vote at the primaries" was the question of the hour in many women's organizations. The Municipal Citizenship Committee called attention to the importance of aiding in the selection of candidates and advised that in those wards where there was a contest it was the new voters' duty to cast their ballots at the primaries for the best men. This the women did in a truly intelligent fashion and in the eleven wards in which there were contests voted in large numbers, in two being the determining factor in nominating the good government candidates and in the remaining strengthening the better element.

Before every election some publication has been issued discussing the questions which have been submitted to the voters. There have been bond issues, technical amendments to the municipal court act and questions of public policy which the women have had opportunity to help decide. At one time Mary E. McDowell, chairman of the City 4Vaste Committee of the Woman's City Culb, warned the council committee that because the administration gave the citizens no assurance that a bureau of city waste would be established with a technical engineer in charge to spend the funds, the women would be advised to vote "no" on the proposed \$2,000,000 bond issue for garbage disposal. Publications were issued advising a negative vote and the women succeeded in defeating the bond sue at the November election. The following spring the city had compiled with the women's requirements by establishing the Bureau of City Waste and saked for a million dollar bond issue. This the citizenship committee urged the women to support and it was carried.

Following the first elections, analyses of how the women voted were published. Of particular significance were two articles by Edith Abbott which appeared in the National Municipal Review, reprints of which were secured and widely distributed.

It was possible for Miss Abbott to demonstrate by actual figures the result of the women's vote, since in Illinois their ballots are counted separately. She showed that the woman's vote alone would have nominated the better candidate for mayor at the Republican primaries in 1915 and that a larger percentage of women than of men voted for the less undesirable Democratic candidate. In two wards women were the determining factor in electing the conspicuously superior candidates for aldermen, and in twenty-four out of the thirty-five wards the percentage of women voting for the better candidates was higher than the percentage of men. In the following election the women saved the day for the good government candidate in one ward at the primaries, and at the election voted for the better candidate in seventeen wards in larger percentage than did the men.

In issuing publications it has generally been the policy of the committee to discuss only the propositions submitted to the voters and the general principles upon which their decision should be made. The Municipal Voters' League, a well-established organization, issued reliable information and recommendations in regard to aldermanic candidates and the Woman's City Club was one of their distributing agencies. The first time they were called upon to assist they placed 100,000 of these reports. In two instances, however, the Municipal Citizenship Committee published the records of out-



HEALTH COMMITTEE OF THE CHICAGO CITY COUNCIL DISCUSSING THE MILK SITUATION WITH A COMMITTEE OF THE WOMAN'S CITY CLUB



LECTURES ON CIVIC TOPICS FOR FACTORY AND OFFICE EMPLOYES DURING THE LUNCH HOUR

going candidates, one to show how the aldermen had voted on certain measures in which the women were particularly interested and the other to give the records of candidates for trustees of the Sanitary District, a field which was covered by no other organization. The newspapers have given generous space to all the publications issued, and many of the foreign language newspapers have reprinted entire articles.

In addition to meetings of various sizes throughout the city, three large mass meetings were held in cooperation with many women's civic organizations.

A registration mass meeting held on February 2, 1914, overflowed from the Auditorium into some half dozen smaller meetings, one or two of which were held on the street corners. The newspapers devoted many columns to this meeting and there was no reason why every woman in the city of Chicago should not have known that she must register in order to vote. Results were good; the names of 151,137 women were added to the polling lists.

After the primary election, ward rallies were held in a number of down-town theaters, at which the candidates from all parties were invited to address the women voters. At these gatherings arrangements were made for kindergarteners to amuse the children while their mothers listened to the speakers.

At every election since women received the ballot a large number of them have acted as judges and clerks of election. To show an appreciation of their work the Citizenship Committee invited them to a luncheon at which they were addressed by prominent women officers. Two hundred and twenty-five judges and clerks attended.

The city meanwhile had fallen into the hands of an administration which was a disgrace to its citizens. The women felt this keenly, particularly since they had endeavored in their first voting for mayor to nominate the reform candidate. It was the men's majority that had given Chicago its present unsatisfactory head.

In March of the year 1916, therefore, the women arose in their might and called a mass, meeting of women voters to point out abuses in the government and especially to protest against the spoils system which had fastened its grip upon Chicago. From all localities the women gathered to express their indignation over the shame of their city.

They adopted a Woman's Municipal Platform, embodying the principles of good government for which they stood.

The preamble stated:

When in the administration of the city government, officials elected for the purpose of safeguarding the interests of the chiir commiting give evidence that they are violating the trust imposed in them, select their subordinates for the purpose of strengthening a political party, and attempt to destroy the independence of a coordinate department of government, it is appropriate that those women who value the known the principles which govern their civic activities and should unit to secure the widest acceptance of those principles.

Therefore, we, women citizens of Chicago, in mass-meeting assembled, pledge ourselves to secure the sober consideration of the following municipal platform and effective action towards its realization.

Among the principles formulated were planks on civil service, health, shools, housing, public recreation, crime and police. A pledge of citizenship was given "to the promotion of the welfare of all the citizens and to the securing of equality of opportunity for 'all the children of all the people." "This is probably the first time that a gathering representing no particular political party has ever adopted a constructive platform for steady work embodying definite principles of good government for which it means to strive.

# Chicago Woman's Municipal Platform

#### PREAMBLE

WHEN, in the administration of the city government, officials elected for the purpose W HEN, in the administration of the city government, officials elected for the purpose of sateguarding the interests of the entire community, give evidence that they are strengthening a political party, and attempt to destroy the independence of a coordinate department of government, it is appropriate that those women who value the welfare of the city above personal or party advantages should make known the principles which govern their civic activities and should unlet to secure the widest acceptance of those principles. Therefore we, women citizens of Chicago, in mass-meeting assembled, plege ourselves

to secure the sober consideration of the following municipal platform and effective action towards its realization:

We demand the enforcement in good faith of the Civil Service Law and the extension of the principles of civil service to the selection of all officials to which those prin-ciples are applicable. We condemn the present abuse of the sixty-day appointment clause of the Law, and the manipulation of examinations and other tests which break down all safeguards for public officials in order to legal-ize the appointments of the Mayor. We urge upon the Civil Service Commission the necessity of high standards of employment, including one day rest in seven for all employes.

#### DEPARTMENT OF PUBLIC WELFARE

We regard the Spoils System as responsible for the failure of the Department of Public Welfare to render the important community service for which it was created. We recommend its entire reorganization on a merit basis.

#### TELEPHONE FRANCHISE

We deplore the action of the City Council in refusing to submit the question of the sale of the Automatic Telephone to a vote of the citizens of Chicago.

#### HEALTH

Believing that it is the first duty of Chicago to protect the health of its citizens,

We urge the administration to carry out as rapidly as possible the recommendations of the City Waste Commission, that the city acquire the necessary equipment for the collection of its garbage and waste; that it construct, own and operate the necessary reduction and incineration plants; and that competent business management eliminate

all politics from this problem.

2. School Hygiene: We endorse and commend all measures looking towards the more effective protection of the health of school children, and urge the selection of the highest type of medical officers for the School Inspection

3. Bake Shops and Kitchens: We endorse and commend the activities of the Sanitary Bureau in its efforts to do away with basement bake shops and kitchens. SCHOOLS

#### We demand:

 That the schools be divorced from politics.
 That members of the Board of Education be selected solely with reference to their capacity and public spirit.

3. That the Mayor refrain from interfering in the selection of school officials.

4. That the Board of Education define the functions and 4. That the Board of Education define the functions and duties of the various school officials, select them with reference to their ability and training, and leave the administration of the schools to the officials thus selected.
5. That teachers be allowed to exercise all the rights

of citizens, including freedom of organization and political

6. That greater attention be devoted to the subject of adult education. That the schools be organized for wider community

In order that the ordinances which have been enacted from time to time with reference to the construction and use of teaments the contraction and use of teaments the contraction of the contraction and the contraction of th

 An increased activity on the part of the City Attorney's office in the procession of violations.
 Increased interest on the part of Municipal Judges before whom these violations are processured, and whom these violations are processured.
 Event of the part of the City Council of granting exemption (on recommendation of the Building Committee) from the application of ordinances which tastef easierd. PUBLIC RECREATION

We favor the creation of a Department of Public Recreation under the city government, and the consolidation under its control of all existing public parks and recreation centers.

# CRIME

CRIME

1. We call attention to the fact that is so far as erime is the result of powerty, had eavironment, land-quaste education, or defective properties of the control of

of Sector spart from the monthly.

1. General: New when shang constantly repeated evidence of corruption and inefficiency in the Pelice Department, we refuse to become discontaged as to the possibility of its being praced on a 2. Police-Women: At the request of women's organizations, attention to the endorcement of laws and ordinances designed for the protection of young people. These women have tacked necessary to dates quite different from those for which their appointment was neiticipated. We, therefore, demand the reorganization of this branch of the service, the exaction of the terror of the protection of the pr

#### NON-PARTISAN CITY ELECTION

We urge the enactment by the State Legislature of a law which will provide for the nomination and election of city officers by non-

#### MUNICIPAL VOTERS' LEAGUE

We express our confidence in the Municipal Voters' League and our express our confidence in the Municipal Voters' League and our expression of the Confidence of the Confidenc

#### PARTY SERVICE

We recognize that no event shawled of the principles for which we stand we must see the do those candidates for public office who are in accord with this platform and competent to further last ends. We therefore use upon all women the necessity rate where the stands we commend that the competence of the comment of the c

#### PLEDGE OF CITIZENSHIP

We pledge our citizenship to the promotion of the welfare of all the citizens and to the securing of equality of opportunity for "all the children of all the people."

During all this time the office of the Municipal Citizenship Committee had maintained a bureau of instruction in regard to women's rights in voting, measures to be decided and candidates to be elected. At one election when there were twentyone different offices to be filled, a card catalog was kept of the candidates and information furnished to all who applied. The effort was made to make this information, both in the interviews and in publications, educational and not personal, by pointing out the principles of good government and why this particular candidate's record or characteristics would make him unfit or desirable for the office.

It is difficult for the ordinary citizen to obtain knowledge about a large number of candidates and many women stay away from the polls altogether for fear of casting an ignorant vote. If, however, there is a source of information easily accessible they will avail themselves of it and vote. For the most part they put their confidence in other women and particularly women's civic organizations more readily than they trust men's political parties. This has been shown by their slowness in making party affiliations and in the readiness with which they split their tickets. In a few instances their zeal for splitting tickets was carried so far that they even wished to split for presidential electors.

To arouse the interest of young foreign women a club was organized at Hull-House, composed of women clothing workers. Not one of these girls was naturalized, but they entered into the club with great enthusiasm and before many

meetings were held every member had taken out her first

The factory girls have not been neglected. Someone is sent to talk to them at the noon hour, and oftentimes with her audience seated around the lunch tables, amid the rattle of the coffee cups, the speaker explains to them their duties and privileges as citizens.

Before the women of Illinois were enfranchised the Woman's City Club endeavored to turn its members toward the City Hall. Reluctantly and timidly they attended council committee meetings. Since receiving the vote they go with assurance, realizing that the aldermen are their representatives. There is hardly an important council committee meeting at which some women are not in attendance. They address the aldermen with confidence, because they know the facts on which they base their statements. Nor is it infrequent for the aldermen to consult them on the questions under consideration.

The record of this educational work which has been carried on by the Woman's City Club is on the whole encouraging. It shows that the new voters are eager for civic instruction and desirous of making intelligent use of the franchise. The women of Illinois have proved, that given the information. they will vote with independence and discrimination and that in the main they respond to the appeal to cast their ballots not in the interest of any political party or candidate but for the "ennobling of that larger home of all-the city."

# Giving the Teachers a Voice

By Winthrop D. Lane

AST week the SURVEY disclosed the educational ideas underlying the effort to discipline nine teachers in De Witt Clinton High School, New York city. The charge against these teachers, either stated or implied, was an insufficiently robust lovalty to the United States. Three of them were suspended, six transferred.1 The educational policy responsible for their punishment was found in the views of John L. Tildsley, associate superintendent, who believes that "teachers are state servants, like soldiers and policemen, and have a similar obligation to uphold existing institutions, not to oppose them;" that "freedom of discussion is not the way to lead children to form proper conclusions:" that governmental policies are not open to discussion in the class-room after Congress has decided upon them, and that Socialism is an evil which it is the duty of the public schools to help to eradicate.

There remains to be considered the question: How far is the De Witt Clinton affair a symptom of the growing demand by teachers for a higher professional status for their calling, and for a more direct participation in educational and administrative policies?

for the most part little or nothing to say in regard to some of the most important matters relating to the education of children. Their influence stops with the class-room, except insofar as they overreach their authority. Even in places where they do enjoy a wider influence, the initiative usually comes from the teachers themselves and they are not encouraged to express

Throughout the public schools of this country teachers have

their opinions either by their superiors in the school system or by any constituted machinery for finding out what they think,

Consider-these facts for a moment. One high school teacher in New York city is the president of the board of directors of an influential private school. Another is a member of the same board. A third is president of a woman's club. A fourth is on the board of one of the best known social settlements in the country. A fifth conducts the book review department in a daily newspaper. A sixth edits a magazine. A seventh holds office in a taxpayers' association. An eighth is field secretary of a board for welfare work. A ninth is on the staff of a Young Men's Hebrew Association. A tenth is secretary of his college alumni association. An eleventh gives part of his time to an association for improving conditions among Negroes, and a twelfth is a former member of the Assembly of the state of New York.

These are positions of influence and some of them of responsibility. All of them require the capacity to do something besides train the juvenile mind. Not a few of them demand the ability to carry out large policies, to see the welfare of the whole rather than of its parts only, to maintain a critical attitude of mind in the face of the dicta of others. They afford an opportunity to see the schools from the outside and to become acquainted with other forms of organized activity than teaching. They make of teachers not only better instructors, but better critics of education. They give them a surer insight into the community's needs and therefore into the purposes of the educational process.

Many teachers hold positions of this sort. Their experience and versatility could be made invaluable in the larger issues with which every school administration has to deal. Yet

<sup>&</sup>lt;sup>1</sup>The hearing on the three suspended teachers was held before the Com-nittee on High Schools and Training Schools of the Board of Education December 3. Decision was reserved.

teachers have very little opportunity to use these qualities. The result is not only a waste to the school system, but a discouragement to the teachers themselves from taking any interest in things outside their class-rooms.

What has all this to do with the situation at De Witt Clinton High School? Last summer, the Board of Education adopted a bylaw permitting the lengthening of the school day for high schools from five and one-half hours to seven hour; several schools took advantage of this in the fall and those which did not adopt the seven-hour day lengthened their days somewhat. The desirability of the longer day had been discussed at a meeting of the high school principals before it went into effect, but it had not been put up to the teachers.

#### Objections to a Longer Day

Boru pupils and teachers expressed considerable displeasure over the ruling. The teachers' objections were partly that it was unnecessary, partly that it had been forced upon them without their opinion or consent, and partly that it reduced their salaries because of the longer hours required. One hundred and fifty-eight teachers of De Witt Clinton High School, at a meeting called to consider the question, oxted disapproval of the longer school day; this was practically a unanimous vote of those present. They voted also to send a delegation to the Committee on High Schools and Training Schools of the Board of Education to protest.

At hearings of both the aggrieved pupils and teachers, arguments against the longer day were presented. Nothing came of the protests. The chairman of the committee, John Whalen, treated his callers with scant respect. To the pupils he said: "If you pupils go on strike [the pupils had already held strikes on a small scale], I'll close down every school." To the teachers he said: "I want you to understand that the teachers are not going to run the schools."

It is probable that the longer school day is desirable educationally. At any rate New York is not the only city that has put it into effect recently. Nevertheless, the reception given them was a further sting to the teachers' feelings. They believed that they had not been listened to with courtesy or respect. A few of those who had led in the objection to the longer day—members of the faculty of De Witt Clinton therefore drew up a set of resolutions sharply criticizing Mr. Whalen for what they called his "undemocratic" and "unprofessional" attitude. At another meeting of the teachers of that school the resolutions were passed by 102 of the 105 persons present. Copies were sent to Mr. Whalen and to the newspapers.

This, say the disaffected teachers, is what really precipitated the issue that resulted in charges of disloyalty. A week after the resolutions were passed, Mr. Tildsley began his interrogation of the De Witt Clinton teachers. As explained in the SURVEY Issue week, he came to the shool, called a score or more of teachers into the office of the principal one by one and asked them numerous questions concerning their opinions on the war and our participation in it. In the course of his interviews Mr. Tildsley tried to find out who were responsible for the resolutions condemning Mr. Whalen. Among his questions, also, were such as these:

Do you think a committee of teachers is fit to run the high schools?

Do you think that the Teachers' Council of this school is representative of the best influences in the school?

What right have the teachers to use the name of their high school when they rush into print?

As further evidence that disloyalty was not his sole objective, the teachers point to the identity of those whom Mr. Tildsley examined. Four of the first five were members of

the Teachers' Council of De Witt Clinton High School. This is a small body elected by the teachers, which took the initiative in passing the anti-Whalen resolutions and has been outspoken in other respects; its normal membership is seven but only the four called had been elected at that time. One of the first five, moreover, was the man who had presented the briet against the longer school day at the committee hearing. The remainder of those called had either specifically voted for or advocated the passage of the resolutions, or were known to be among the outspoken and more radical members of the faculty.

Moreover, the entire nine who were suspended or transferred are declared to be either avowed Socialists, or to have displayed a willingness in the past to take an interest in school matters outside the class-room. All of the nine are members of the Teachers' Union, one of the fifteen locals of the American Federation of Teachers, which is affiliated with the American Federation of Labor.

On the basis of these facts the teachers say that the whole affair is an effort to cut be class-room instructor, to check any tendency he may show to criticize those above him or to ever an influence on the school system outside the four walls of his recitation. Whether they are right is a matter of some consequence to them and to the teachers and parents of New York city, but there is another question that should prove more interesting to people elsewhere, and that is whether it is educationally desirable that there should be a strong disinclination on the part of administrative school officials to listen to the voice of the teacher in matters of school policy.

It is true that in New York city there exist numerous professional organizations of teachers that make recommendations from time to time to school officials. Sometimes these recommendations are adopted. The initiative in all such cases comes, however, from the teachers; their opinion and advice is not asked for. There exists also a Teachers' Council (not to be confused with the Teachers' Council of De Witt Clinton High School, a local body), consisting of delegates elected by these professional organizations. This council does not represent teachers as a whole; neither has it any official standing. There is no constituted machinery for eliciting the opinion of teachers, nor do officials make any effort to seek them.

Yet for years progressive educators have been contrending that this should not be so. The United States commissioner of education reported in 1915 that the increasing tendency of teachers to take a larger responsibility professionally was one of the most encouraging phases of recent reducational growth. He said that the progressive superintendent "welcomes this added cooperation, endeavoring to make it directly serviceable to the school system." Teachers had been of great help in some places, he said, in selecting text-books, organizing courses of study, developing new work and arousing public sentiment in flavor of increased taxation for school purposes sentiment in favor of increased taxation for school purposes.

#### Minneapolis's Remarkable Cooperation

MINNEAPOLIS recently gave a notable exhibition of the effort to secure the cooperation of teachers in one of the most important matters with which a school administratration is ever faced. A vacancy occurred last winter in the office of city superintendent. The usual way to fill such a vacancy is for the board of education to consider a number of available candidates and to select the one who seems to it best fitted. Instead, the chairman of the Minneapolis board invited the assistance of every teacher and principal in the city. He wrote to each, asking for his opinion as to who would make the best superintendent of schools for the city. He specifically requested the teachers to give their opinions of their own su-

periors—district superintendents and principals. He told them that they need not limit themselves to people in Minneapolis. Their answers would be regarded as confidential and might also be anonymous. Imagine the effect produced by such a letter upon the mind of the ordinary teacher. He would feel that at last some one was really interested in knowing what he thought about the welfare of children in the schools.

In response to this letter 90 per cent of the teachers of Mineapolis endorsed Bennett B. Jackson, the assistant superintendent, for the position. After due deliberation, Mr. Jackson was chosen by the board. He entered his position with the confidence and support of the great body of teachers under him. Whether he will come up to their expectations it is too early to tell, but he has a harmony and cooperation to build on that will do much to win him success.

This was not Minneapolis's first taste of democracy in education. For years the teachers of that city had been trying to win the approval of the board of education for a teachers' educational council that should afford a medium of recommendation between the teachers and the administration. Their efforts had been unsuccessful. Frank E. Spaulding, upon becoming superintendent three years ago, at once asked the teachers to organize such a body. The teachers drew up the constitution, debated it, made changes and finally voted unanimously to start the council. Its members, twenty-six in number, are elected by all the teachers; existing professional organizations have nothing to do with the matter. The city is divided into five districts and each district elects a representative for the kindergarten and first two grades, another for the third, fourth and fifth grades and a third for the sixth, seventh and eighth grades. The grade principals elect two representatives, the teachers of each high school elect one and the high school principals, as a whole, elect two. There are also two representatives of the teachers of special subjects.

This council may meet with or without the superintendent, It may consider any matter pertinent to the administration of the schools. If its recommendations are not acted upon by the superintendent, it may carry them to the board of education. Any three members may call a meeting and the superintendent himself may call a meeting whenever he wishes to put a matter before the council. It is a purely advisory body. Its strength lies in the common sense with which it lives up to its opportunities, and in the fact that in Minneapolis the battle has been largely won for establishing a friendly and sympathetic relation between the teachers and the higher officials of the school system.

#### The Los Angeles Plan

AT PRESENT a plan is under consideration in Los Angeles for establishing closer cooperation between the teachers in high and intermediate schools and the superintendent's office. This is to be done through an advisory council. The council is to consist tentatively of the superintendent and seven teachers. One of the teachers is to be the president of the High School Teachers' Associations and the other six are to be named by the president subject to confirmation by the executive committee. The council may call its own meetings and may discuss any matter concerning which the superintendent could properly act or concerning which the superintendent could properly act or concerning which the superintendent could properly act or concerning which the superintendent of education. Members of the council may take the initiative in introducing subjects, and there may be criticism of any policies of the superintendent or of the board so long as such criticism is kept within "proper professional bounds."

Henry Suzzallo, formerly professor of the philosophy of education at Teachers' College, Columbia University, New York city, and now president of the University of Washington, in an address before the National Council of Education four years ago, urged the teachers of the country to organize for a more effective participation in shaping educational ideals and in controlling the conditions of their own profession. Bodies of laymen, he said, usually have more direct influence upon educational legislation than groups of professional teachers. He pleaded for an organization of the 500,000 public school teachers in America upon a permanent basis that would "insure a day-to-day influence upon school affairs."

#### New York's "Bureaucratic" Regime

New York city cannot claim that this matter has not been sufficiently called to its attention. Not only has an active group of teachers been agitating the matter for years, but the Hanus inquiry in 1911-12 carried recommendations toward that end. Prof. Edward C. Elliott, then director of the School of Education at the University of Wisconsin and now chancellor of the University of Montana, found that the present Board of Superintendents, consisting of the city superintendent and the eight associate superintendents, was an in-effective and unwieldy organization and recommended that it be abolished. It affords, he said, too great opportunity for "bureaucratic and personal control." This is the administrative agency that has been the chief stumbling block to the efforts of the teachers to gain a voice in the school system.

In place of this board Professor Elliott recommended the creation of a supervisory council. This council should be composed, he said, of the city superintendent, the district (not associate) superintendents, a selected number of directors and principals of training schools, high schools and elementary schools, and representatives from the teaching staffs in the various types and grades of schools. The council should be given, he said, general powers and directions with regard to programs of study and all other essential matters relating to the methods and standards of instruction. The city cannot hope to secure the most efficient service, he said, until such a representative board is created, "nor will teachers be given a degree of freedom consistent with the effective performance of the duties" imposed upon them. It is not enough that administrative officials should be able to ask for the assistance of teachers when they want it. "A truly progressive educational policy within the school system," said Professor Elliott, "requires that cooperation be legalized."

Whether the present conflict in New York city will further the efforts of teachers to gain a voice in the school system remains to be seen. The teachers' union, which has consistently stood for such cooperation, has grown perceptibly since the trouble started. Unionism has not yet proved popular with teachers in general and in the eighteen months of its existence in New York city only 800 teachers have joined out of the 22,000 in the public schools. Between November 1 and November 16 this year seventy-five joined, and twenty-two of these were from De Witt Clinton High School.

It is no argument against this program to say that many teachers are not fit to wield a larger influence. They will never become fit until they are encouraged to develop an interest in matters outside the class-room. Under the policy existing in most places today they quickly fall into rust and lose the capacity for constructive, independent thinking on matters of school welfare. In every school system there are doubtless some teachers who will always be routiners under the most favorable circumstances. To learn the number who can throw off the limitations of class-room instruction and become real centers of progressive suggestions and advice it will be necessary to give all teachers in the system an opportunity to do this.

Districtor Google

# Four Months in France

## An Interpretation of the American Red Cross III. The Work for Soldiers

## By Paul U. Kellogg

EDITOR OF THE SURVEY

Paris, October 15.

N taking up more in detail what work the American Red Cross has begun and what plans it has under way at the end of its first four months in France, the main lines of this staff organization will be followed as they lend themselves to its three great purposes: to render Red Cross service to the American army, the French armies and the French civilians. The first two of these fall within the scope of the Department of Military Affairs.

First of all, the American Red Cross stands ready as a semiofficial voluntary body to put its money, supplies and organization at the call of the American army for Red Cross service, at every point and at any time, wherever and whenever whey can be of use. It organizes, equips and turns over absolutely to the government the hospital units that are employed in France. This is done in the United States and will not be gone into here. Its medical and surgical division in France cats as an auxiliary to the medical department of the United States army, which is charged with responsibility for the sanitary and medical service of the troops in France. So also its United States army division acts as auxiliary to the expeditionary force.

An army medical department, to do justice to its wounded, must be ready to care for them within twelve hours; it must take its care up to the wounded soldier, not wait until the soldier is brought back. This in modern war calls, with variations, for regimental dressing stations as near as they can be brought to the lines; field dressing stations from which the seriously wounded are sent back, either to movable field hospitals or to evacuating hospitals of from 1,000 to 1,500 beds each (where head, chest and abdominal wounds must be operated upon or you lose your men); and base hospitals to which the sick and wounded are removed as rapidly as they can be safely transported. It is with this general system of the United States army medical department that the Red Cross stands ready to cooperate at every point, through installing rest stations and infirmaries on the line of communication, recuperation stations back from the war zone, neighborhood dispensaries in army villages, diet kitchens and homes for nurses, auxiliary plants for the manufacture of anesthetics, ice and splints, a fund for scientific research and bureau of information on field hospital practice, and through great reserves of emergency supplies of everything from a bandage to a mobile hospital,

#### Ambulances Ready to Crank

In JUNE the Red Cross took over the Norton-Harjes Ambulance Service, made up of five sections of twenty cars each, two men to a car and two officers to each section, and between that time and the date on which responsibility for ambulance transport was taken over by the American army it organized, equipped and put in service eight additional sections. Before disbanding, the number of men had been brought to over six hundred, five hung-red and fifty of them at the front and the remainder in the training camp. Many of these have since gone into other branches of service. The command of the service was under Richard Norton and the work in the field, often under trying conditions, was carried on with nerve and esprit decorps.

As factors supplementary to army equipment, the Red Cross, through its United States army division, has undertaken to place on the lines of communication eighteen rest stations, in which to harbor soldiers who are taken sick while being transported from the port to the front, or vice versa, Six are in operation in existing quarters, new barracks for seven are in course of construction, contracts for five others have been let. Each of these rest stations is made up of from two to four barracks, forty to one hundred and sixty feet long. They include infirmaries fully equipped with baths, waterclosets, laundries, disinfectors and kitchens; dispensaries, rest and reading rooms; dormitories with from forty to two hundred beds, equipped with shower baths and disinfectors; and restaurants and canteens capable in some cases of giving refreshment to a thousand men in an hour. The staff in each includes a manager, a nurse and several volunteer workers. The Red Cross is constructing barracks also for such a rest station and infirmary at the principal American aviation camp

Following conferences with the chief medical officers of the army and the heads of base hospitals, an investigation has been made of several hundred hotels as possible locations for recuperation stations, especially summer or winter resorts where thermal baths may be obtained, where there would be a chance for outdoor sports and a thorough change from the war zone in associations and surroundings. The consensus of judgment is that from time to time a great many men in the ranks will get into a condition bordering on sickness, which can be overcome rapidly if they have some place to go where they can rest, bathe and exercise in invigorating surroundings. One such station will be located in central France near the lines, another probably on the Riviera. Each will accommodate large numbers of men.

Forty dispensaries for the treatment of the civil population in the American army zone have been put in operation under the genito-urinary service of the army medical department. A special corps of army physicians has been assigned to the work and the Medical and Surgical Division of the Red Cross supplies the dispensaries, nurses, motors and equipment. Each motor unit, made up of one doctor and two nurses, is responsible for several villages routed much like a rural mail delivery.

In examining the zone, it was found that most of the doctors had been called out of civil practice and had gone into the French army. For example, in one locality where originally there had been one hundred physicians, there are now only cighteen, and they are all from sixty-five to eighty years old. In large areas there are no physicians whatever. Where our troops are encamped or in contact with the villages, these medical units give general medical care to the neighboring

people by district nursing and take the place of the absent family practitioners and they do this on the theory that to belp the health of the people is to make the region a healthier place for American troops, and so is of very real concern to America. The work is done in agreement with the French military and civil authorities and with the sanction of the syndicate of French physicians.

A wide range of mobile plants for serving the physical welfare of the soldier have been investigated by the American army division and plans blocked out for operating experimental units under a ravitallement service. These include:

Portable kitchens to supply hot food to the men in the trenches and to the wounded at the postes de secours and back of the casualty clearing stations.

Portable ice plants to supply hospitals with ice packs for head and abdominal wounds and to refrigerate hospital foods. (France depends for ice entirely on artificial production and that is overtaxed.) Portable laundries (capable of handling 2,000 pounds of wash in a ten-hour day) to serve hospitals located where there are no facilities.

Portable baths or dauches to be attached to coffee stailons on the tines of communication. (The country is well watered, but the streams are small and cold. Two types of baths have been developed—one for fair and one for inclinement weather. Attached to the boiler which heats the water is a disinfering or delousing apparatus for ridding clohing of vermin while the men are bathing.) Dental ambulances to serve districts where dental rooms are

to be found.

Orbithalmological ambulances for treating init

Ophthalmological ambulances for treating injuries to the eye from shell explosions and gas attacks when quick treatment may mean the saving of sight.

Portable sterilizing plants for serving the surgeons at advanced dressing stations.

Portable lighting plants for lighting hospitals and tents and dugouts used as hospitals,

Mobile complementary hospital to assist in caring for the wounded in a big drive. (The type of hospital developed by the medical corps of the French army includes a radiograph plant, mounted on a truck; a setrilizing plant so mounted; a pavilino containing a radiograph and the properties of the prop

Portable barracks, standardized in sections, so that they can be set up for hospitals, rest stations, canteens, etc.

#### Nurses on Call

UNDER the Red Cross Nurses' Bureau, the first of a series of conferences of head nurses of the American base hospitals recently met in Paris. A plan has been worked out with the army by which the Red Cross will keep on call a reserve supply of nurses and will maintain a nurses' home at which those who become worn out or partially sick in the service can recuperate. The general purpose is to make sure that, whatever befalls, the Red Cross will be in position to keep the army supplied with nurses in good physical condition. Incidentally, the Red Cross is standardizing and supplying winter clothing for the nurses composing the units which reached France and England in the spring.

Experiments are being made in the matter of diet kitchens. In innumerable instances, a very sick man ean be saved by some delicacy or some especially prepared diet, and no matter how good the army ration is, there is seldom anything in it that will tempt him to eat. The Red Cross will supply the necessary apparatus and furnish materials from its stores.

Through its American and French army divisions the Red Cross is installing several specialized plants as auxiliaries to existing army equipment—among these a nitrous oxide plant, a splint shop, an artificial limb workshop in addition to the portable ice plants, laundries and other equipment already noted.

As a result of much negotiation, arrangements have been made for opening an independent workshop at the military hospital at San Maurice, where an improved type of artificial leg will be sold to the French government at cost. The ordinary artificial limbs made in France are unnecessarily heavy and are not well fitted for the stump of the leg. Whether this service will be needed by the American army is not yet determined, but the Red Cross will be in position to supply such limbs if the military authorities wish them.

In knowledge of anesthetics, or rather in application of that knowledge, American practice is far in advance of the general range in Europe. No adequate sources of nitrous oxide exist in France. This gas does not diminish the resistance of a patient as do ether and chloroform. Often, life hangs in the balance on this difference. The Red Cross plant will be installed within the next three months. This anesthetic is not on the army list, and in the opinion of experienced surgeons the Red Cross can save many lives by furnishing it.

Considerable research work has been done by the American medical fraternity now working in France and a large number of subjects are at present under independent investigation. The American Red Cross has appropriated \$100,000 to the research service of its Medical and Surgical Division to enougage such investigations and a medical research committee has been appointed to direct a central laboratory in Paris and pass on applications for facilities elsewhere.

Moreover the division will establish a service of medical and surgical information to furnish surgeons with the latest results of field hospital practice and publish a monthly bulletin. Loan libraries and current medical journals will be supplied to base hospitals. It is hoped to go further and act, with proper safeguards, as a medium between the French, English, Italian, Belgian, Canadian, Australian and American services for exchange of medical discoveries which may have military

Its Medical and Surgical Division has undertaken an investigation of the French methods of dealing with neurological and psychiatric problems, especially so-called "shell shock."

The chief surgeon of the American expeditionary force appointed a board of standardization (of which the director of the Medical and Surgical Division of the Red Cross was appointed a member) which has completed a report on standardization of surgical dressings and splints. This is being published by the Red Cross as a pocket manual and will reduce the number of special splints which are being made, greatly simplifying the work of surgeons in the field.

The Red Cross has undertaken to make and store as large a quantity of dessings for the American army as can be turned out. The same policy holds true of general hospital supplies and stores. Much of this Red Cross work is like that of a fire department. Roughly, you can count that out of a million men employed, one-quarter, or 250,000, will need medical or surgical service.

#### Ready for the Worst

To CARRY on the steady stream of supplies which is needed all the time by an army in action is not enough. To be adequately prepared is to be ready for the maximum load, and to be ready within a space of twenty-four or forty-eight hours—even if hospitals stand empty but ready between times and stocks of goods are piled up which may never be used. In everything human, somehody's guesses go wrong, and the outstanding example of this is the plight which the British army would have been in in the near East had the British Red Cross not built up at Malta great reserves for the army medical service to fall back upon. The American Red Cross has been buying beds, blankets, mat-American Red Cross has been buying beds, blankets, mat-

tresses, portable houses, sweaters, clothing of various kinds, food, tobacco and surgical supplies in bulk, and is filling its warehouses in the American army zone with such reserves. It proposes to conduct its purchasing as fast as it is possible for its purchasing department to function without upsetting the local markets and until it has a supply in hand that will answer any conceivable call upon it.

Aside from this long plan of preparedness, these Red Cross stores are of current use, since they are always at hand in case of transportation delays in government supplies and are rich in medicines and apparatus difficult to secure or needed

for exceptional cases.

The following excerpts are from a letter written by the head of an American base hospital in the British army zone. He acknowledges the receipt of linoleum for floors, tar paper and canvas for the leaky walls of moss huts, heavy dressing gowns for use by the physicians in their tent hospitals, and rubber coats, boots and sou'westers for the nurses (the lower part of the encampent was at that writing—July—under water owing to insufficient drainage.) He then went on:

I cannot tell you how cheered I was when I found how well organized the Red Cross already was in Pairs and what a great start you had made. When an American officer could actually walk into the warehouse which you have taken over from the Serveice de Distribution Americanse and find Squibb's and Mallinckrodt's ether, bathches, adhesive plaster, appring, usigned instruments, keronere lamps, camp happens to need, I for the first time began to realize what the Red Cross might be able to do for waifs like correlees over the ter.

Since we are almost the first people to come, there was no reason for us to expect that we should find you so well prepared and equipped at the present stage of our participation in the war. It all goes to show what an enormously important part the Red Cross will undoubtedly come to play, as more people come over and our affairs overseas get men and more complicated. Unquestionably, counters emergencies will arise and sudden calls, such as ours has been, for a contract of the contract of t

It is true that many of these things can in time be secured through regular army sources, but usually by the time they are secured in this way the need for them is over, or the command which requisitioned them has been moved elsewhere, and there is, in consequence, an enormous amount of waster.

I may add that the way things are arranged at the distributing service in a central place, with offices and officers accusally in the warehouse, so that one is permitted to see with his own eyes just what the supplies are and whether they are actually what he needs, is an admirable combination. One often cannot tell by sering a printed line of objects whether they are the exact things he desires and

Certainly the people at home will subscribe with their accustomed liberality to an organization of this kind, and you will do as much toward winning the war as the men who carry the rifles.

#### Not Magic but Cooperation

THE American Red Cross was not in a position, through any white magic of its own, to provide such diverse supplies one month after its commission landed in France. As already indicated, it has had remarkable agencies to build on, whose development had been cumulative since the outbreak of the war in 1914 and whose efficiency and generous distribution of hospital supplies had made American help known to practically every medical agency in France involved in the war. These will continue to be the corner stone of the humanitarian service of the American Red Cross to the French armies.

Soon after the declaration of war by the United States in April, the American Distribution Service cabled the Red Cross, offering to cooperate in every way, and later the work was turned over with all stocks full. It had been founded and entirely supported from the beginning by Mr. and Mrs. Robert W. Bliss. Its buying, distributing, inspecting and ad-

ministering were in the hands of seven American volunteers architects, artists and others who have given and will continue to give their entire time to it—carrying over an enthusiasm and efficiency which is contagious.

#### One Hundred New Hospitals a Month

WHEN the American Distributing Service became the Medical Supplies Service of the Red Cross, there were 3,190 hopitals on its lists, situated all over France, but most numerous in the departments back of the front. A hundred new hopitals are added every month, and at the present time there are 3,617 in 1,356 towns. The work in hospital supplies heretore done by the American Clearing House and the American Fund for French Wounded will be carried forward through this single service.

Under the Red Cross, the funds available have been more than doubled. Heretofore, a hospital was given perhaps half the supplies it asked for, now it is given perhaps three-fourths, the French to supply the remainder. Moreover, the service can give more expensive equipment, such as radiographic installations, sterilizing outfits and the special instruments needed by surgeons at the central hospitals, much more delicate and costly than those called for in the field service. Two-thirds of the appropriation is consumed in routine supplies secured through the Red Cross purchasing section and one-third direct in the purchase of special instruments and the like.

Everything which can be had in France is bought hereeither through commercial channels or from French workrooms employing rifugiti or crippled soldiers. A three-story garage is used as the main packing and distributing center, and the physical work is done not by volunteers but by convalescents who live and sleep at the Paris hospitals and are paid for the work they do here in the day time, so that in this way two good ends are served. During July and August, the service shipped material to 2,225 hospitals in 5,563 packages weighing 124,158 kilos. The organization has tripled in size since the Red Cross took hold of it.

The service is given free transportation by the French railroads. The government supplies its military hospitals with ordinary medical supplies, but many things, such as special drugs and instruments, are not on the military lists. A requisition signed by the head of a hospital known to the service is honored immediately. When an application comes in from a new institution, a visit is paid by an inspector, a report made and a consignment follows. The service has the right to visit the French hospitals, and the work of inspection is to be made more systematic so that every hospital will be visited every six months.

A division of labor was long since reached between the American Distributing Service and the National Surgical Dressings Committee of America, whose Paris section in trun has become the Surgical Dressings Service of the American Red Cross. 1ts management remains the same, in the efficient hands of Mrs. C. K. Austin. The present organization meets the expenses of administration, the Red Cross that of materials.

Since the Red Cross has come into the work, it has been doubled by adding another floor to the distributing center for dressings for the French army at 118 Rue de la Faisanderie, and by opening an entire building in the Rue Pierre Charron for handling dressings for the American army. The commitees of the National Surgical Dressings Committee in the United States will continue to make the French hospital dressings at which they have become expert, while the Red Cross chapters in the United States will be asked to make the new standard dressings for the American army. A case of twenty-five samples of cach of these has been made up at the Paris workrooms and shipped to America, and a duplicate consignment of samples will go by another route. Much of the volunters work at the distributing center for the Front army is done by American women; much of that at the new center for the American army will be done by French women —a piece of international cooperation that gives characteristic spirit to the undertaking, for from the first it sought to bring French people into its work for the French cause.

The National Surgical Dressings Committee was founded at the outset of the war by Mary Hatch Willard of New York and began with a nation-wide appeal for old linen. Later, new linen in quantities which the Paris section found itself unable to handle, was sent in. This suggested the organization of committees of women throughout the United States to make up the material; and these committees now number one thousand. During the first year, the consignments were sent direct to the hospitals, but under this plan certain hospitals did not get what they needed, while others might receive articles useless to them-an eve hospital get oakum pads, for example. A third stage of development resulted-the systematic organization of a distribution service. Each hospital fills out a questionnaire, giving its number of beds, the kinds of wounds it handles, whether it has a sterilizer or not, etc. Monthly it checks off a card listing the twentyfive standard dressings. A complete dossier of previous shipments is kept, and in making up the inventory in the order department, certain key signals are added which make the work of the shipping clerks at once more precise and more flexible. Hospitals without sterilizers, for example, get only sterile goods; and the sterile and non-sterile supplies are handled on separate floors.

In this way every hospital gets what it wants each month and is sure of its supplies one month after another. The Service de Santé of the French ministry of war supplies the military hospitals with certain standard dressings, but never goes outside these; and it often is put to it to meet emergency demands from the hospitals at the front. That the work reaches home to the man in the ranks was illustrated recently when a French soldier in Paris on permission brought eighty francs from one companion who had been wounded, twenty from another, who did not want their names known but wanted to show their appreciation of the American dressings and wanted their hundred francs to go for more.

The Paris bureau was opened during the summer of 1915 in an artist's studio with two workers and fourteen cases of goods. Today there are sixty paid workers and two hundred and fifty volunteers, handling 1,729 hospitals and sending out 40,000 to 50,000 dressings daily. The greater part is made in America and the Paris work-rooms are in a sense simply a field service ready for anything that comes up. If the supply of operating towels from the states runs short, the Paris workrooms make towels. Recently two hundred cases of dressings were sunk in a torpedoed ship. They stand ready to make good the U-hoat toll. The ambulance drivers seemed to have been overlooked in the matter of first-aid kits. They made up emergency packages for them. In one room, Carrel cushions are fashioned; in another, dressings and apparatus for other extraordinary work. The Service de Santé has an unforeseen need to get off large supplies for the front, and turns to the "surgical dressings" for help. They respond, as in the case when a French hospital was bombed and the physicians were left practically without dressings,

It is just in this feature of reserve supplies ready for an emergency of any size, that the Red Cross is practically revolutionizing the work. Formerly, when the Paris bureau was nentirely dependent on current contributions, the question always was: Can we do it? Hospitals sometimes had to wait. There were occasions when the bureau had only two hundred francs in the bank, with always the chance of an emergency breaking. Now the Surgical Dressings Service has assured backing. It can add to its workers when a prescomes, It can draw on material without limit. And more important still, it can do what has never been attempted before—build up reserves commensurate with any possible demand. A minor but intensely practical reform plays directly into this large-scale planning. The new Red Cross rules call for shipments of bandages, gauze and other supplies only in case lots, which will not have to be opened and re-sorted.

#### Hospitals of Every Sort

THE service which the medical and surgical division of the Red Cross Department of Military Affairs renders to the French army includes, of course, not only the furnishing of hospital supplies and surgical dressings, but also many of the activities already set down in describing the work for the growing American army. The medical and surgical information bureau will be at the disposal of the French army surgeons. Diet kitchens will be operated as well as installed in the French military hospitals. One hundred and forty artificial limbs have been given out since the Red Cross assumed the direction of the relief of mutiles service of the American Clearing House, and limbs of American type from the new workshop at San Maurice will be sold to the French government at cost. The output of the nitrous oxide plant and the splint shop of the American army division will, like the hospitals supply service, be shared not only with the military hospitals of the Service de Santé but also with independent French and American hospitals.

Direct treatment of the French sick and wounded is given by five hospitals which have been taken over by the Red Cross, or in the maintenance of which it is cooperating. These include some of the best known institutions in France:

- 1. Dr. Blake's hospital of three hundred beds at 6 Rue Piccini, Paris, one of the best-equipped and best-run surgical hospitals in France.
- 2. The American Red Cross Military Hospital No. 1, originally the American Ambulance Hospital, a Neully, which has "done more than any other so keep the American flag flying in France during the first three years of the ware." This hospital was surned over for the care and direction of the United States army in conjunction with the Red Cross, and will be conducted along the same lines as in in the past, namely, for the French soldier. A motor ambulance service of one hondred men to exacusate the wounded from the trains coming into on its connection with this hospital, and will be turned over to the American army.
- 3. The Ambulance des Alliés al Annel, hitherto conducted by Mrs. Parke, which the Red Cross has increased in size from seventy-five to three hundred beds. This hospital is near the front and affords an unusual chance for American and French personnel to work logether.
- 4. The French hospital at Evreux, under Dr. Fitch, which makes a specialty of treating injuries to bones and joints. This institution is maintained by the French government, the surgical and nursing personnel by the American Red Cross.
- 5. The Autochir Hospital No. 7, a mobile hospital, practically on wheels and ready to move at any time on short notice, attached to a French evacuating hospital of 1,500 beds near the front. The nursing is done by a group of American women under the control of Mrs. Daley, and the Red Cross has furnished a large part of their equipment.
- The Red Cross will open a hospital for the care of its own sick and that of kindred organizations in France. There is at present not sufficient hospital accommodation to care for the rapidly growing personnel of American civilian workers in case of epidemic. The Red Cross has thus far arranged for thirty beds through the generous cooperation of the American Hospital at Neuilly, which existed as a civil institution

before the war and which since has been the instigator of many of the most considerable American medical activities.

How, through its Military Affairs Department the American Red Cross complements the medical work of the American and French armies, has been outlined. The non-medical work of the department has still to be taken up. Reference has already been made to the rest stations, infirmaries, stores, recuperation camps, nurses' homes, movable kitchens and hospitals and special plants which fall administratively in its United States army division. That division is charged also with recreation work and casualty service.

It is the clear purpose of the Red Cross not only to see to it that every medical resource shall be within reach of the young American troops coming to France, but to stand by with friendly service in every other way that offers. In line with this purpose, it offered to open a troop hote in Paris and additional recreation barracks in the camps. After conference, however, and on the desire of the Y. M. C. A., an understanding was reached that that organization should carry on recreation work in the field and in Paris and the Red Cross recreation work in the hospitals and convalescent homes.

#### The Recreation Huts

IN LINE with this understanding, recreation buts are about to be creeted by the Red Cross at nine base hospitals; eventually they will number sixty. Each includes a social hall, reading, writing and game rooms, a nurses' room, kitchen and Red Cross offices; and its equipment includes a piano, cinema machine, billiard tables and basket ball, baseball, football, tennis and handball apparatus. The recreational work in these huts will be carried on by the Y. M. C. A., that in the wards by the Red Cross.

The Red Cross library distribution service has in hand a large number of complete libraries of American and English books and French dictionaries for the service of patients and personnel. Ten such libraries, totalling 4,000 books, have been placed in hospitals.

In general the Red Cross equipment will be put to all manner of robust and sociable uses outside the sick room. Its portable ice plants will be found supplying cold water to the sound of body and its portable laundries douches and hot water for the same. Anyone who has seen the men come out of the trenches, caked with mud and dirt, drawn and tired by their experiences, alive with vermin, will appreciate that washing and food are the two things most needed to restore them to proper condition. Its kitchens, mounted on trucks, will furnish soup and bread in large quantities. Its chaplains' supply service furnished games, books and phonographs when the chaplains first reached their camps and helped bridge over a critical time. Its infirmaries on the line of communication are places of refreshment as well as of rest; and there is prospect that its recuperation camps will be broadened into great out-of-doors resorts which will furnish an alternative to the cities for men on leave.

The casualty service of the Red Cross army division will act as an accessory to that of the United States army and will amplify and humanize the short reports which the army must of necessity give of men killed, wounded or missing. An inquiry searching station will be opened in Paris, which will keep a card-index of every American soldier reported as sick, wounded, killed, taken prisoner or missing. A corps of searchers will be stationed at all military hospitals, repor stations, base camps, convalescent resorts and shell-shock stations and with every regiment. Red Cross representatives are stationed at the ports.

This division will also send food and clothing in packages to American prisoners. It has stationed representatives at Berne, where, because of the long delay incident to transporting food, a stock ample enough for 5,000 prisoners for six months will be carried.

The distinctive work for the French army division has been that of developing a canteen service in three branches.

The first is at the front, where rolling canteens serve hor coffee, hot bouillon, chooside, tea, and lemonade. Ten canteens are in operation and the number will be increased until there is one for each army corps. New men are going out every week. The work is in cooperation with the French Red Cross and a Frenchman and American work together on each conveyer. They operate in the most exposed regions, often have to wear gas masks for long periods and must always have abri into which they can go from severe shelling.

At junction points on the French lines of communication, troops going forward or back on leave often have to spend hours waiting for trains, without any means for rest or food, occasionally sleeping in the open in the rain. Canteens have been opened by the American Red Cross at four junctions through which approximately a total of 18,000 men pass each day. The troops on permission find substantial hot meals at cost, clean sleeping quarters, proper washing facilities, a chance to change their linen and reading, writing and created on the common. They come in from the fighting zone tired, dirty, hungry, infected with trench vermin; they take the trains out refreshed both in body and spirit.

In Paris the Red Cross is supplementing the work of French centers in carrying on cantens, extrairer and dortoirs at the five chief stations and at three stations on the extra-mural belt line. It is running two canteness at points near Paris which were without them and has opened a night canteen at the Gare de l'Est where no provision existed for trainloads of men reaching Paris after six to ten hours on the cars and after the closing of all the Paris eating places. The city of Paris and its suburbs constitute the great center of French canteen work and through this reinforcement by the Red Cross the service to the soldiers has been more than doubled.

These three classes of canteen work—at the front, en route and in Paris—are the first points of contact between the Americans of the Red Cross and the active armies of France. The thousands reached at the start are rapidly mounting up into the tens of thousands and the French army commanders who have visited the canteens have hailed them with the most outspoken entitue arm because of their stirring reaction on the rank and file.

A bureau for investigating and relief follows up letters of appeal from conimanders, priests and groups of soldiers on repor, in canteens or in the trenches, and refers individual cases to cooperating French organizations.

THIS is the third in a series of four articles in which the editor of the Suwaw describes the work of the American Red Cross in France. The first and second were published in the issues for November 24 and December 1; the fourth will appear nest week. Later articles will describe a wide received a wide received with a work of American social service overseas. The most recent letter from Mr. Kellogg was dated Paris, Nowember 15, just as he was leaving for l'enice with Edward T. Devine and Ernst P. Bichnell, who are in temporary charge of Red Cross work among the relugest flesing before the invading armies in Italy. He had just returned from the devastated regions of France and what remains of free Belgium.

# Social Welfare in Time of War and Disaster A Bibliography<sup>1</sup>

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Women's war-time work in German metal (Continued on page 301)



#### "FREE TO DO ANY UNPRECE-DENTED THING"

PRESIDENT WILSON broke a silence of eight months in his address to Congress on Tuesday. He asked Congress "to consider again and with a very grave scrutiny our objectives and the measures by which we mean to attain them; for the purpose of discussion here in this place is action, and our action must move straight toward definite ends. Our object is, of course, to win the war; and we shall not slacken or suffer our-selves to be diverted until it is worn. But it is worth while asking and answering the question, when shall we consider the war won?"

The President did not doubt that "as a nation we are united in spirit and in-tention." He heard "the voices of dissent." he saw "men here and there fling themselves in impotent disloyalty against the calm, indomitable power of the nation" and "debate peace." But these, he held, "may safely be left to strut their uneasy hour and be forgotten." Continuing he said:

You catch with me the voice of humanity that are in the air. They grow daily more audible, more articulate, more persuasive, and they come from the hearts of men everywhere. They insist that the war shall not end in vindictive action of any kind, that no nation or people shall be robbed or punished because the irresponsible rulers of a single country have themselves done deep and abominable wrong. It is this thought that has been expressed in the formula, "No and the state of the s

Just because this crude formula expresses the instinctive judgment as to right of plain men everywhere, it has been made diligent use of by the masters of German intrigue to lead the people of Russin astray—and the people of every other country their agents could reach.

that has been done can right be set up as arbiter and peacemaker among the nations.

But when that has heen done—as, God willing, it assuredly will be—we shall at last be free to do any unprecedented thing, and this is the time to avow our purpose to do it.

We shall be free to hase peace on generosity and justice, to the exclusion of all selfish claims to advantage, even on the part of the victors.

The peace we make must remedy that wrong [military and political domination by arms]. It must deliver the once fair lands and happy peoples of Belgium and northern France from the Prussian conquest and the Prussian mence, but it must also deliver the peoples of Austria-Hungary, the peoples of austria-Hungary, the peoples of its Europe and in Avia, from the impudent and allen domination of the Prussian military and commercial autorcays.

We owe it, however, to ourselves to say that we do not wish in any way to impair or to rearrange the Austro-Hungarian empire. . . And our attitude and purpose the property of the property of

Statesmen must by this time have learned that the opinion of the world is everywhen the development of the control of the control involved. No representative of any selfgoverned nation will dare disregard it by attempting any such covenants of selfshase and compromise as were entered into at the Congress of Vienna.

The thought of the plain people here and everywhere throughout the world, the people who enjoy no privilege and have simple and unsophisticated standards of right and wrong, is in the air all governments must henceforth herathe if they would live. It is in the full, disclosing light of that thought that all policies must be conceived and extended the standard of t

The President recommended that the United States declare war against Austria-Hungary, which "is, for the time being, not her own mistress but simply

the vassal of the German government." Turkey and Bulgaria, he said, "are mere tools, and do not yet stand in the way of our direct action." He would have further legislation regarding enemy aliens, women as well as men, confining those who break the laws in penitentiaries, and he would "create a very definite and particular control over the entrance and departure of all persons into and from the United States."

Congress must go further, he believes, "in authorizing the government to set limits to prices," and, while he did not recommend a national budget system for the thirteen billion dollars of appropriations which will be asked for, he urged that all such bills be initiated and prepared in a single committee of the House. Later, he said, legislation may be needed "to effect the most efficient coordination and cooperation of the railway and other transportation systems," and he held it imperative to provide for the development of the water powers and other natural resources still under federal control.

MEANTIME Congress has before with two domestic measures—the constitutional amendments on woman suffrage and prohibition—which press for immediate action because of the great numbers of people interested in them, because they were left unfinished at the close of the special session and because the national conventions of the American Woman Suffrage Association and the Anti-Saloon League, which meet in Washington next week, will focus attention forcibly on them.

Whichever way the vote goes on prohibition—and the drys believe it has a good fighting chance—there will be a concerted effort to secure a war-prohibition measure; for, it is pointed out, the slow process of the constitutional amendment through the state legislatures could not effect a saving of grain for at least two years.

The suffragists have high hopes, particularly with the new body of women citizens of New York nudging the elbows of their forty-three Congressmen.

# MINNESOTA'S MINIMUM WAGE IN JEOPARDY

THE minimum wage law of Minneorable decision by the Supreme Court of the United States in the Oregon case. The Minnestot law differs from that of Oregon in that it deals with wages alone and not with hours or health conditions generally, in not providing for court review and in other particulars. The Minnesota commission has been prevented by an injunction from taking any action since November 14, 1914.

On November 21, 1917, arguments were made before the Minnesota Supreme Court on the law's constitutionality. The case at issue was that of the A. M. Ramer Company, manufacturer of candy, against Eliza P. Evans, et al., constituting the Minimum Wage Commission. The case had been before the Supreme Court before, but decision was withheld. Now, writes Oscar M. Sullivan, statistician of the Minnesota Bureau of Labor, to the Supreme.

it was reargued in the light of recent decisions. The decisions of the United States Supreme Court in the workmen's compensation cases and in the Oregon misimum wage cases, as well as the recent Arkanass minimum wage decision, were cited by the state. The main contention of the assailants of the law was that it is a delegation of legislative was that it is a delegation of legislative "at its discretion," where the law says the commission may investigate wages, and the expression "if it sees fit," where power is given to order new rates of minimum wages.

As his is a point covered only by the Minnesota constitution, a decision against the constitutionality of the law on this ground would be final, putting out of the question any appeal to the federal court. Should the law be held constitutional, there is nothing to prevent the commission from being reconstituted and set in operation again. Both are the properties of the properties of the propriations for its maintenance in order to meet such an emergency.

Another effect of the law being held constitutional would be to render employers affected by the six orders the commission had sissued before it was enjoined, liable in civil action for the difference between the amounts paid and those fixed as the minimum. As the paid and those fixed as the minimum. As the amounts and the properties of the six of the amounts of the six of the six

# THE BISBEE DEPORTATIONS ILLEGAL

THAT the deportation last July of 1,186 men from Bisbee, Ariz. "was wholly illegal and without authority in law, either state or federal." is the conclusion of the President's Mediation Commission, of which Secretary of Labor William B. Wilson is the chairman. In their report given out last week the commission indicates very clearly that the action constituted an interference with the selective draft law, an interference with interstate commerce and a violation of the laws of Arizona. Consequently, they recommend to the

President that the facts be laid before the proper officers of the law in Arizona, and in addition the Interstate Commerce Commission and the attorney-general of the United States.

The report severely condemns the action of those responsible for the deportations. It states that they have been used "to affect adversely public opinion, among some of the people of the allies." and that "their memory still embarrases the establishment of industrial peace throughout the country for the period of the war." at a time when the maintenance of industrial peace is indispensable "if the war is to be brought to the quickest possible successful conclusion, and if lives are not to be needlessly sacrificed."

The facts as recorded in the report to the President, though couched in the coolest and most unimpassioned of language, constitute a scathing arraign-

#### CHILLY DAYS ARE COMING, THE SAD-DEST OF THE YEAR

COLD-BLOODED folk are to be appears. They must patroically shiver in silence while the quicksilver glides inexorably downward from a blistful 80 or 78 to a bitter 68 and even 65. For thus saith the Fuel Administration.

From their stiff end fingers the pen may fall, witt may conged that ersituable tolled bravely or even scintillated now and then, nerves paralyzed lated now and then, nerves paralyzed conting spirit; and the observant efficiency man will make notes on the wrong side of his ledger. But why mown! The response of agents and mown! The response of agents and sings to the administration's relict will ings to the administration's relict will ings to the administration's relict will of hearthy patroicie, no doubt, sind if one's only hope lies in the pneumococcus germ, why then, twelcome, like hope of a better, perchance even a warmer, word.

ment of some of the citizens of Bisbee and the officers of two mining com-The commission took the view that the strike itself was not based upon grievances of such a nature as to justify a cessation of work in view of the government's need for copper production. It points out, however, that there was "no machinery for the adjustment of difficulties between the companies and the men, which provided for the determination of alleged grievances by some authoritative, disinterested tribunal, in which both the companies and the men had confidence, and before which they had an equal opportunity of urging their respective claims." This condition is emphasized by the commission as a "fundamental difficulty.'

After thus expressing their opinion of the basis for the strike, the commission

turned to the events which followed it. It seems that shortly after the strike was called the sheriff of Cochise county tried to have federal troops sent into the district. As a result, a regular army officer made two investigations, on June 30 and again on July 2, "After both investigations the officer reported that everything was peaceable and that troops were neither needed nor warranted under existing conditions." This opinion was corroborated by testimony before the commission on the part of "reputable citizens as well as officials of the city and county." In spite of this fact the deportations occurred ten days laterthe exact facts of which may best be recorded in the language of the commis-

Early on the movining of July 12 the sheriff and a large armed force, presuming to act as deputies under the sheriff's authority, comprising about 2,000 men, rounded up 1,115 men in the Warren district, put them about a train and carried them to Columbard a train and carried them to Columbard and the sheriff of the deportation to leave the men there, and the train earried them back to the desert town of Hermansa, N. M. in nearby scation. The offern of Hermansa, N. M. in the state of the sample of the sheriff of

The deportation was carried out under the sheriff of Cochie county. It was formally decided upon at a meeting of eitizens on the night of July 11, participated in by the managers and other officials of the Cop-Frederick of Copper Queen Division) and the Calumet and Arizona Mining Company. Those who planned and directed the deportation purposely abstained from consulting about their plans either or the law officers of the state or county, or their own legal advisers.

In order to carry the plans for the deportation into successful execution, the leaders in the enterprise utilized the local offices of the Bell Telephone Company and exercised, or attempted to exercise, a censorship over parts of interstate connections of both the telephone and telegraph lines in order to prevent any knowledge of the deportation reaching the outside world.

An army census of the deported men revealed the fact that 433 were married, 199 were native-born Americans, 468 were citizens and 472 were registered under the draft law. Of the foreign born, over twenty nationalities were represented, of whom a relatively small number were enemy aliens. Those who were registered under the draft law were afterward illegally arrested, according to the report, when they sought to return in order to discharge their legal duty of reporting for physical examination under the draft.



FEDERAL COUNCIL OF THE CHURCHES OF CHRIST IN AMERICA

Gov Carl E Millihon

105 East Twenty Second Street, New York City, N.Y.

The report states that the deportation seems to have been due to a belief "in the minds of those who engineered it that violence was contemplated by the strikers. . . This belief has no justification in the evidence in support of it presented by the parties who harbored it." The significance of this statement is greatly intensified by the turther statement is greatly intensified by the turther state.

neither such fear on the part of the leaders of the deportation as to anticipated violence or evidence justifying such fear was ever communicated to the governor of the state of Arizona with a view to renewing the reing conditions, nor were the federal authorities, in fact, ever apprised that a change of conditions had taken place in the district from that found by the investigating army of federal involves.

The conclusion of the commission, as stated above, is that the deportations were wholly illegal and that action by the proper authorities is clearly indicated:

All illegal practices and the denial of rights safeguarded by the constitution and statutes must at once cease. The right of unimpeded admittance into the Warren dis-

trict of all who seek entrance into it in a lawful and peaceable manner must be respected. The right of all persons freely to move about in the Warren district or to continue to reside within it must be scrupulously observed except in so far as such right in restricted by the orderly process of the

The report is signed by Secretary Wilson, the chairman of the commission, by J. L. Spangler, who represents employing interests on the commission, by E. P. Marsh and John H. Walker, representing labor, and by Felix Frankfurter, counsel.

#### FOR FIFTEEN MILLION RED CROSS MEMBERS

POLLOWING close upon its anonuncement of a nation-wide
"Christmas drive" for membership, the
War Council of the American Red
Cross has issued its first semi-annual report, which shows that the membership
has already jumped from 200,000, when
we entered the war, to \$500,000.

The goal set for the Christmas campaign is 15,000,000. The drive is to start December 17 and continue up to Christmas eve. Effort will be limited practically to securing one-dollar annual members and two-dollar subscribing members. The subscribing member receives the monthly Red Cross Magazine.

Cash collections to date for the war fund, according to the semi-annual report, amount to \$88,000,000. Demands in Europe are increasing so rapidly that, on the present hasis, the \$100,000,000 war fund, it is declared, cannot last much beyond next Spring. Concerning expenditures between May 10 and November 1, the report says:

During this period the War Council appropriated from the war fund \$10,969,216.60 for work' in the United States, as contrasted or work's material war for the state of the sta

The cost of raising and expending the war fund, says the report, is proving to be less than one per cent.

Forty-nine army base hospital units and five navy units have been recruited, organized and equipped. The nursing force now numbers more than 14,000, of whom 3,000 have been called into active service and 2,000 have reached Europe. Millions of women have been organized for Red Cross work in America and the money value of the articles to be made by them during the next twelve months is estimated at \$40,000,000. More than 34,000 women are declared to have completed the first part of the courses of instruction that have been organized throughout the country.

# WHEN SHOP AND SCHOOL

THAT the unprecedented demand for child labor has caused within a year a decrease of 3,000 in the elementary school attendance of a single eastern city is the assertion of Prof. Frank M. Leavitt, of the University of Chicago. The demand is so great that instead of the six dollars a week of three years ago, boys can now make two dollars a day or more. In a statement given out by the National Child Labor Committee, Professor Leavitt says: "Two dollars and seventy-five cents a day is a high hurdle to put in front of a school door. It raises the question in the minds of the parents, as well as the children, as to whether that which the child receives in the school is actually worth as much.

This situation makes very clear the duty of the school and of the community. To quote Professor Leavitt:

First, we should study the situation sufficiently to enable us to prove to the potential working children just what another year or two of education would be worth, and to show them the reason why.

Second, we should give added emphasis to the most practical and effective industrial training in the schools to the end that young people will not only stay in school a little longer, but that such extension of school life will increase their efficiency and their earning power, thus enabling them to give added service to their country later on as the result of added education now.

Third, we should make the greatest possible effort at this time to provide for all clients and the post of the post of the post of the clients and post of educational supervision, through the establishment of part-time classes, day and evening continuation schools and public schools in employers' plants.

The great danger is not so much that children will begin work, as it into their will overwhere the control of the control of the control overtenaic effection. Our problem at this time is not so much to protect children under fourteen from exploitation and from dangerous employments, as it is to protect the potential working children from fourteen to eighteen from selling their birthright, and that unnerewality, for a mess of pottage.

#### THRIFT FROM STAMP LOANS TO GOVERNMENT

N December 3 the post offices, banks, trust companies and many railroad stations, stores and factories commenced to sell the new war-savings certificates issued by the United States government. A single paragraph in the last loan act authorized the Treasury Department to issue two billion dollars maturing in five years in certificates of a maximum of \$1,000 and limited to a maximum issue of \$1,000 to any person at any one time. All details and methods were left to the department to devise, and were actually worked out by a war savings committee of which Frank A. Vanderlip, of New York, is the chair-

During December and January, war savings stamps will be sold at \$4.12 each; for succeeding months the cost will be raised by I cent per month in order to secure a uniform maturity value of \$5, bearing 4 per cent interest, compounded quarterly and maturing in five years. The issue is exempt from taxes and represents the most attractive investment yet offered for those unable to buy liberty bonds or preferring to do their saving in very small amounts with initial and subsequent deposit payments of 25 cents. "Thrift stamps," of the size of a postage stamp, are sold at 25 cents and are pasted on "thrift cards" with spaces for sixteen of them. A card filled up at a total cost of \$4 may, with the addition of 12 cents in the first month and the requisite slightly higher amount later, according to the advancing scale of prices just mentioned, be exchanged for a "war savings stamp," and twenty such stamps will at any time be exchanged for a "war savings certificate" of the value of \$100.

Certificates may be redeemed at the actual cost with interest at 3 per cent if at any time the depositor finds himself obliged to withdraw his savings, only ten days' written notice to a postmaster being required.

Mr. Vanderlip is confident that this simple savings plan will commend itself to the public, and that the whole possible issue of two billion dollars will be sold in a year. His optimism in this respect is based on the experience of Great Britain although, owing to the much lower level of incomes in that country, the total amount of war savings certificates there in a year and a half only came to \$600,000,000.

Under the British scheme, certificates were issued at 15s. 6d., to be redeemed at the end of five years for 20s., i. e., at a rate of interest of about 51.4 per cent. In Canada, a certificate resembling a circulating note was issued. The American plan has the advantage of a fixed maturity, though this entails the greater complication of the price advances for each month.

There can be no doubt that together with the remarkable success of the two liberty loan issues this new facility for saving in small denominations will have a powerful influence on national thrift. As President Wilson said, in an address to the War Savings Committee:

I suppose not many fortunate byproducts can come out of a war, but if the United States can learn something about saving out of this war it will be worth the cost of this war; I mean the literal cost of it in money and resources. I suppose we have several or to spend. We have not known that there was any limit to our resources; we are now finding out that there may be if we are not careful.

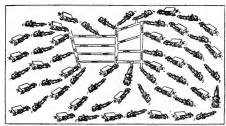
A number of state conventions have been held, especially in the East, to arouse interest in the war savings plan and secure publicity for it. The various liberty loan committees and federal reserve banks are distributing explanatory literature. But many regret that in this, as in nearly every government activity now, those responsible for publicity should have found it necessary to call up the bogey of "pro-German intrigues" against it in order to arouse public

#### REGIONAL TRIBUNALS ON MILK PRICES

WITH graded milk now selling at New York city and similar inflated prices in other large cities, the Food Administration has decided to take immediate action to meet the general discontent among consumers. Insofar as the higher price is due to higher costs of production, the present powers of the national, state and municipal authorities will hardly be able to effect an appreciable reduction. The impression prevails fairly generally, however, that great economies are possible in the cost of distributions.

To investigate the situation and, after hearing, to determine such reasonable prices of milk to be paid by consumers to distributors and by these to producers, allowing for reasonable profits, the Food Administration has appointed a federal Milk Commission for the city of New York and is considering the appointment of similar commissions for other metropolitan areas. The New York commission consists of John Mitchell, state food commissioner; Dr. L. P. Brown, of the city Board of Health; Dr. W. H. Jordan, director of the New York Agricultural Experiment Station; John T. Galvin, New York City Board of Water Commissioners: Mortimer L. Schiff. Mabel Kittredge, Eugene Schoen, New York city; Charles M. Dow, Jamestown. N. Y.; Bradley Fuller, Utica, N. Y.; C. S. Shedrick, Buffalo, N. Y., and Arthur Williams, federal food administrator for New York city.

This commission has begun to hear and consider the evidence presented by all parties having an interest in the question as producers, distributors, manufacturers of milk products, representatives of consumers and of state and



MILK DELIVERIES IN A SECTION OF ROCHESTER, N. Y.

In this small neighborhood, fifty-seven dealers delivered milk to 363 homes, traveling in the aggregate thirty miles. This service could have been rendered by one distributor traveling two miles. A similar situation exists in practically every section of every city.

city governments. The producers and distributors have agreed to make no further price increases while the inquiry is being conducted. The report of the commission is expected not later than January 1.

In Chicago, where producers and dealers were recently brought together for consultation by Harry A. Wheeler, representing the Food Administration, an adjustment was reached whereby milk will be delivered at a retail price of 12 cents a quart. Here the wasteful system of delivery was found to be one of the chief elements in the high price, it being estimated that the cost of handling represents one-half of the total cost to the consumer. The Chicago Health Department suggested that a cooperative system of delivery be substituted for the present competitive system under which a single apartment house often is served by half a dozen milk companies.

An investigation made some time ago in Rochester, N. Y., showed that the work of milk delivery done by 380 horses and 356 men, traveling a total of over 2,500 miles, could be reduced to one done by 50 horses and 90 men, traveling altogether 300 miles, A plan worked out to effect this economy has not yet been put into operation. The National Council of Defense also has taken up the question of wasteful competitive deliveries and requests the state councils to consider the matter.

Other aspects of the milk problem were discussed at length at the recent conference on Food Conservation of the American Academy of Political and Social Science and in the journal (the Town) and special bulletins of the Women's Civic League of Baltimore.

#### VOCATIONAL GUIDANCE AT HARVARD

ONE of the important educational changes brought about by the war is the taking over of the Vocation Bureau of Boston by Harvard University. This is the pioneer bureau for vocational study and guidance in this country. Meyer Bloomfield, who has been its director for eight years, is serving the United States Shipping Board, dealing with the labor problems of shipbuilding.

Under the new title, Bureau of Vocational Guidance, the work will be di-rected by Roy W. Kelly, instructor in vocational guidance in the Graduate School. Declaring that it will maintain all the important activities of the former work, the Harvard bureau an-nounces the following definite aims:

To earry on occupational research and to publish material giving information concerning occupations.

To continue to promote the movement for vocational guidance and to serve as a center

of information on vocational guidance.

To give personal counsel regarding the problems of choosing, preparing for, and entering on a vocation.

To conduct investigations in schools or other institutions, in various lines of business, and in the industries, with a view to determine the need and suggest plans for vocational guidance.

To train vocational counselors for service in schools, in institutions, and in employment

departments.
To continue, so far as opportunity may offer, the cooperation, begun by the bureau through its connection with employment manassociations, in solving vocational guidance problems.

To aid and cooperate with other vocational guidance organizations.

To be of individual and public service in dealing with the questions of vocational guidance arising from the present war.

#### CAMPS AND SALOONS IN KANSAS CITY

HOW complex are the difficulties faced by the War Department in its efforts to clear out alcohol and prostitution from camp and cantonment neighborhoods, two letters recently received by the SURVEY will help to illustrate. The incident referred to by our correspondents is a big football game in Kansas City on a recent Saturday between army and navy, the men of Camp Funston representing the army, and the navy men coming from a station near Chicago, Over 5,000 soldiers were in the city for this game. Says one letter:

Committees representing the leading wom-en's clubs and the Chamber of Commerce and other important business men's organizations here, appealed to the commissioners to close our saloons. . The commisto close our saloons. . . The commissioners refused to do this. It was discovered that there was an ordinance providing that the vavor could close the saloons in the city for forty-eight hours during any emergency, and he decided that this was an emergency and issued a proclamation closing the sa-loons all day Saturday and Saturday night.

The liquor men's attorney applied for an injunction, and Saturday morning, at about eight o'elock, a temporary injunction was issued by Judge Daniel E. Bird, of the Circuit Court, preventing the mayor and the police from closing the saloons.

The liquor interests, continues the letter, secured a postponement of the hearing for a few hours since they had asked General Leonard Wood to appear. The general sent a representative, whose remarks apparently were unexpected:

Captain Osmun, representing General Wood, was present, and, although he was called by the saloon interests, he testified that General Wood and his staff regarded the saloons as very detrimental to the soldiers and desired them to be closed. In spite of this, the judge made the injunction permanent and practically served notice that this would cover Thanksgiving Day because there was already agitation to have them closed on

Appeal from this decision was made to the State Supreme Court. The situation is further complicated by the fact that formerly there was located in Kansas City a temporary camp, Camp Nichols, in which the percentage of venereal disease was high, The order, last August, to close all saloons within a mile of a soldiers' camp, was somehow brought to naught in a short time on the plea that the ruling did not apply to temporary camps, and the saloons reopened. "This action rather discouraged the men in the district attorney's office." comments the letter.

Public health authorities of the region seem to be of sterner stuff. The State Board of Health has passed special regulations looking toward the effective prohibition of and in the zones around Forts Riley (Camp Funston) and Leavenworth. This includes the counties of Geary and Riley and the cities therein, and the county and city of Leavenworth. The health organization has a personnel of eighteen people in each zone-health officers, inspectors and nurses. Prostitutes found infected are quarantined for restraint and treatment at the state penitentiary. About fifteen are at present thus quarantined. A laconic report from the health officer in charge at Leavenworth to the State Board of Health indicates an effective working of the plan:

Four women arrested by the police department in the city of Leavenworth have been turned over to our office for examination. Three were found suffering from venereal disease, and proper steps were taken to secure their isolation.

#### A FRENCH COLONEL ON WINE DRINKING

OLONEL AZAN, a Frenchman recently wounded, who has gone to Boston at the invitation of President Lowell, of Harvard, to help with the reserve officers' training camp and to give a course of lectures at Lowell Institute on The War of Positions, has been interviewed by Elizabeth Tilton as to the drink problem in France as it affects American soldiers. "Tell the American people that they are in danger of making a mistake about our light wines," he

The idea that our French wines, ranging from 10 to 23 per cent of alcohol, are harmless, is worse than nonsense. I have been at the front for months now and have had my men drunk again and again from drink known as our light French wines. The fact is, men are not satisfied with a thimbleful of wine. They drink one bottle, two bottles -before you know it they have really drunk as much alcohol as when they take whiskey, and the result is the same-drunkenness. tell you, drunkenness at the front is an abomination, and if you want to prevent it you have got to stop wine drinking just as much as distilled liquor drinking.

As there is not sufficient lumber in France to build barracks for the American troops, many of them will have to be quartered with the French people in their cottages and the cottagers customarily have both wine and fruit brandy at hand. The natural thing and the hospitable thing to do will be to ask the visiting Americans to have a drink. On this point Colonel Azan said:

It is imperative that your men shall be able to say, "The commander-in-chief of the American army has forbidden me to drink any wine, beer, dider of sirildel filiguor while in France. A good soldier is obedient; therefore I cannot drink with you." The French love military obedience, and in a few days they will say, "Don's ask the American boys to drink—it make them disboy their word of the control of the control of the control will be the control of the control of the control of the soldiers." We want them to be obedient

In the towns where the Americans go on furlough, I believe the French commander of the place and the American commander of the place should post a notice saying that the American troops are asked by their commander-in-chief not to drink any wines, ber, cider or divilled liquors, therefore we ask every merchant in town not to sell any al-cobolic beverage to them. If any man does sell to them, we ask the mayor of the town to close his saloon, and we suggest that the commander would place a sentry in front of

As a matter of international courtesy, the Frénch people will bow to the total abstinence of America, for in their hearts they know it is the only way to get any efficient treatment of that military abomination—drunkenness.

Asked as to the rum ration given to soldiers just before they go over the top, Colonel Azan said:

There are boys who are afraid to go over the top. The idea is to give shem a drug to death, and the state of the state of

#### AN EASTERN NON-PARTISAN LEAGUE

A T a meeting held on November 26 in New York city, which was attended by farmers from many parts of the state and representatives of farmers' associations, the Farmers' Nonpartisan League of the State of New York was established. The invitation to this meeting had been issued by John J. Dillon, chief of the state Bureau of Foods and Markets.

This is the first eastern extension of the farmers' campaign against the middleman and earrier which during the last two years has sweet over the northwestern states. A. C. Townsley, president of the Non-Partisan League of Dakota, after attending the conference of the American Federation of Labor at Buffalo, came to the city to take part in the organization of the state league and to address a number of meetings.

One of these meetings took the form of a joint conference of consumers and producers on the present food situation and was held at Cooper Union under the auspices of the labor bodies of the state. It was the first large meeting in the East at which the purposes and methods of the league were popularly described, and at which farmers and labor men pledged themselves to work together for the organization of a more direct connection between producer and direct connection between producer and

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"NO NEED TO STOP, SANTA!"

consumer. John Mitchell, the state food administrator, who presided over this meeting, pointed out that, whatever the fortunes of the war, food prices cannot for a long time return to the level of 1914.

Many of the speeches, of both farmers' and labor representatives, emphasized the need for public ownership of the machinery of distribution, from grain elevator to city market. A resolution was adouted

That the producers and consumers of the conference who in the past have been kept apart by cunning middlemen, politicians and their agents, bring their influence to bear on all citizens' food councils in which they participate toward representation of some kind from both the producers and consumers.

A committee of ten, appointed to aid the new league in working out a legislative program, is equally divided between fammers' and labor representatives, the former consisting of one delegate each from the State Grange, the Dairymen's League, the state Fruit Growers' Association, the state Vegetable Growers' Association and the state Agricultural Society, the latter consisting of a member of the American Federation of Labor, two from the state Federation of Labor and two from the Labor Food Conference.

One feature which the New York Times, in a long leading article, derides as hypocritical but which seems in harmony with the undoubtedly genuine patriotic sentiment at the Buffalo meetings of the American Federation of Labor, as described last week in the SURFEY, was the frequent and emphatic expression of loyalty on the part of the speakers, both farmers and trade unionists.

# ANOTHER ACQUITTAL IN THE MOONEY CASES

IT took just twenty minutes for a jury in San Francisco last week to acquit fendants charged with complicity in the Preparedness Day bomb explosion to be tried, and the second to be acquitted. Mrs. Mooney, wife of Thomas J. Mooney, who is under sentence of death, was acquitted last summer [the SURVEY for AUGUST 25].

This leaves the situation in San Francisco in a curious state of tangled contradiction. Mooney was convicted and sentenced to be hung on the testimony of F. C. Oxman, who swore that a short time before the explosion he saw Mooney and Billings place a suitcase at the corner of Steuart and Market streets, the scene of the tragedy, having ridden down Market street in an automobile driven by Weinberg.

Later Oxman was proved to have written to a friend in Illinois offering to pay his expenses if he would come to San Francisco and corroborate his story, and he was dropped as a witness. He did not tell his story in the Weinberg trial, yet if it is true Weinberg, who was acquitted, must be equally guilty with Mooney, who is under sentence of death.

The present situation as to the five defendants is as follows: Warren K. Billings, the first defendant to be tried. was convicted and sentenced to life imprisonment and was taken to Folsom prison two weeks ago to serve his sentence. Thomas J. Mooney, who was sentenced to be hung last May, is still in jail awaiting a final hearing before the Supreme Court on the appeal of his attorneys for a new trial. The President's commission of which Secretary of Labor Wilson is the chairman, have been making an investigation of the Mooney case and have examined elaborate briefs which were submitted to them by the attorneys in the case. It is not known whether their investigation which was completed last week will result in any public report. Mrs. Mooney and Weinberg, both of whom have been acquitted, are still being held, although it is not believed that the other indictments against them will be pressed for trial. Edward Nolan, the fifth defendant, and the only one not yet tried, is out on bail.

A campaign is now on in San Francisco for the recall of District Attorney Fickert. Recently Mr. Fickert has announced that the issue is between "partitotism and anarchy" and the papers supporting him have published a relegran said to have been sent to the district attorney by Theodore Roosevelt which in part is as follows:

I am informed that an effort is being made to recall you because you have successfully prosecuted the anarchists who during the Preparedness Day parade killed ten persons and injured sixty others.

If such be the fact, I not only feel that the issue between you and your opponents is that between patriotism and anarchy, but I also feel that all who directly or indirectly assail you for any such reason should be promptly deprived of their cirizenship.

The San Francisco Bulletin has published a telegram from Alexander P. Moore, of Pittsburgh, stating that he had requested Colonel Roosevelt to endorse Fickert "because it was represented to me that he was being opposed on account of his activity in connection with the prosecution of the I. W. W."

# THE NATIONAL CATHOLIC WAR COUNCIL

IT is known that when the plan of mobilization and training for the army was decided upon the Knights of Columbus asked for and obtained the right to develop in the larger field the experience they had gained during the occupation of the Mexican border. When their first million dollars had been spent or contracted for, they saw the necessity for spending two millions more. And while they were engaged in this work it was seen that numerous other fields of action were opening up which commanded the attention of the Catholic Church.

In August there was assembled in Washington a convention of delegates from sixty dioceses, together with the heads of national Catholic societies and the editors of all the Catholic papers, who organized the National Catholic War Council of the United States, of which the executive committee should comprise one clerical and one lay appointee of each of the cardinals and archbishops, together with the heads of the Federation of Catholic Societies and the Knights of Columbus. Later it was decided that the archbishops themselves should become the National Catholic War Council, the original organization continuing as the working body. This last step gave the final and unmistakable stamp of the church's interest and approval, and will conduce to a speeding up of the organization in all parts of the country.

The council has undertaken to follow the fortunes of the Catholic soldier wherever he may be and to engage in all works which may contribute to his welfare.

A first and essential concern is for the provision of chaplains. It would appear that in some camps the Catholics approximate 35 per cent of the total, and the concern has been to find priests enough to minister to so large a number. The Committee on Chaplains has asked each diocese for its quota, according to population, and the young priests as they volunteer have been presented to the War Department through the Rev. Lewis O'Hern, attached to the College of the Paulist Fathers at the Catholic University, Washington. More recently Bishop Hayes, of New York, Itas been

appointed chaplain-general and will have the special care of priests in the service as chaplains. Another church dignitary will probably accompany the troops overseas in the same interest.

Scarcely any diocese has priests to spare, but a means has been found to meet the need by ordaining the divinity class of 1918, these young priests being fitted into the places left by their elders who have volunteered for service and been accepted. Nothing will be left undone to ensure that priests are available for the administration of the sacraments to Catholic soldiers going into

able for the administration of the sacraments to Catholic soldiers going into battle or at the point of death. Where there are not enough commissioned chaplains, volunteer auxiliary chaplains make up the deficiency.

The Catholic University has undertaken to provide a course of training for service workers engaged in the Knights of Columbus halls or elsewhere. The workers in the camps will all have the opportunity to take this course.

At the request of the National Catholic War Council, Catholic societies in communities near the camps and in all large cities are opening their club premises to men in uniform; and where service clubs are required in the neighborhood of large stations these are being provided. Similarly, Catholic women's societies have been encouraged to coordinate their efforts with special reference to protecting girls and providing hostess houses at which the men may meet their women relatives. These societies also actively cooperate with the Red Cross and the Food Conservation Bureau. Committees are organized, with the St. Vincent de Paul Society as the basis, with the soldiers' and sailors' families as the immediate object of concern, and other committees for the study of after-war necessities and other of the later phases of helpfulness.

The unit of organization is the diocese. Once established, the diocesan councils, composed of the leaders of the Catholic community, meet weekly, and the whole range of activities comes un-This does not prevent der review. special work from being undertaken, as for instance when the League of Catholic Women take their share of Red Cross work under agreement with the Red Cross, or when the Chaplain's Aid Society arrange to provide chaplains on duty with all requirements for themselves and literature and religious articles for the men. Cardinal Gibbons is president, and the Rev. John J. Burke, of the Paulist Fathers, New York, chairman of the executive committee.

# THE ARREST OF NICHOLAS HOURWICH

PRACTICALLY no publicity has been given by the newspapers to the arrest in Bridgeport, Conn., on Novem-

her 18, of Nicholas Hourwich, the son of Prof. Isaac A. Hourwich. a well known writer and lecturer and the author of several books on Russian life, on a charge of treason and to his subsequent restraint in the local jail there without bail. The circumstances surrounding Mr. Hourwich's arrest have been such as to induce the Bureau of Legal First Adi of New York city, one of the purposes of which is to protect individuals in the exercise of their constitutional right of free speech, to interest itself in his behalf.

Mr. Hourwich went to Bridgeport to address a group known as the Union of Russian Mechanics. This organization, according to Professor Hourwich. has as its object the "preparation of Russians in this country efficiently to protect and serve their native land." It has branches in New York city, Philadelphia, Cleveland and Bridgeport and a membership of 800. It is not connected with the labor union movement but was organized by the Russian Immigrant Aid Committee, which in turn is declared to have been formed by members of the official Russian mission to this country.

According to those who have looked into his case for the bureau, Mr. Hourwich confined his lecture to the objects of the union and to instructing its members on topics of general interest to them. Both he and his father have always been interested in the affairs of Russians. Nicholas was formerly connected with the Iewish daily, Novi Mir. published in New York city, the second class mail privileges of which have recently been withdrawn by the United States post office, and Professor Hourwich is now connected with another Jewish daily, the Day. A number of those who heard the son on this occasion have testified that nothing that he said could be construed into criticism of this government in its war policy.

Nevertheles, at the end of his speech he was informed by a lieutenant of the local police force that he was under arrest. Nine of those who accompanied him to the police station were arrested also, but later all but three were released. Mr. Hourwich, it is declared, has been held in a cell in the Bridgeport jail practically incommunicado ever since. Bail has not been fixed, no warrant has been served upon the prisoner, and the latest information forthcoming at the time the SURVEY went to press was that he was being held for the grand jury on December 7.

A statement concerning the case issued by the Bureau of Legal First Aid declares that "those who accuse Hourwich do so upon information obtained from ignorant men, some of whom are Poles without knowledge of the Russian language, whereas the whole of Hourwich's speech was delivered in Russian."

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# **Book Reviews**

THE FOOD PROBLEM

By Vernon Kellogg and Alonzo E. Taylor. Macmillan Company. 213 pp. Price \$1.25; by mail of the SURVEY \$1.35.

THE HIGH COST OF LIVING

By Frederic C. Howe. Charles Scribner's Sons. 275 pp. Price \$1.50; by mail of the SURVEY \$1.62.

Between them, these two books cover all the important points in the present food situation. In the first-named, two members of the Food Administration gives a remarkably lacid and convincing picture of the wind possible, they lift out of the realm of controversy between conflicting interests. Mr. Howe, on the contrary, tries to lay bare hidden economic motives and ambitions and pursues the causes of under-print origins in the organization of society for profitering and exploitation.

It has been said of the Food Administration that in its aim to conserve as much food as possible for our allies, it has adopted too uniform a propaganda as between differparts of the country. It is, of course, difficult for a national authority to enter into all the nooks and crannies of so complex a situation as the present high cost of living and possiever, that it is not oblivious to the importance of these differences. The psychology of nutrition, with all that it implies, is discussed at length, and Mr. Hoover himself, in a calories, balanced protein, fast and carbohydrate does not make a satisfactory dict.

The mention of these nutritional elements leads one to observe that the second section of the book, entitled The Technology of Food Uses, gives a popular exposition of the most widely adopted modern theory of nutrition such as every speaker and writer on food conservation should carefully study to exceed the second of the conservation should carefully study to exceed the second of the second

claim age getting adjustment of adjustment of the End describing the method through a diptied and the End describing to the method through a diptied to the cooperating organization, take timal and local, to whose efforts they attribute much of the success of the work. Of special interest is their full account of the food control systems of England, France, Italy and Germann, and their reasons for the adoption or rejection of certain of these plans here, as the case may be the case may be the case may be the same plans here, as the case may be the case may be the same plans here, as the case may be the case may be the same plans here, as the case may be the same plans here, as the case may be the same plans here, as the case may be the same plans here, as the case may be the same plans here, as the case may be the same plans here, as the case may be the same plans here, as the case may be the same plans here, as the case may be the same plans here, as the case may be the same plans here.

Among the many excellent incidental hins, we should like to single out for mention the insistence of the authors on the need for strict enforcement of pure food laws, in spite of the many circumstances which renamed the strict enforcement of the prople. They point out that the need for reducing transporation must increase the price of standard articles with the result either that the quality of brands in common demand is to submitted for them lesser known grades and ungraded products.

The only item in the detailed recommendations to which the reviewer finds it difficult to assent is the advice to those of means to subsist as far as possible upon the "rare, expensive goods, delicacies, if you please," in order to release more of the cheaper foods for the poorer classes and for export. Does not this leave out of account the greater amount of the nation's labor resources absorbed in the production and marketing of the high-priced commodities? And is it not a common experience that encouragement to use these delicacies leads to over-feeding rather than substitution?

THE High Cost of Living approaches the subject from a very different angle. Early in the book, the reader is introduced to the outstanding facts bearing on the present problem—the rapid increase in the price production, the discouragement of farmers, the rural exodus, and the alarming relative increase in tenant-farming under conditions making for exhaustion of the soil, underwitten of the production of the soil, underwitten of the production of the soil, underwitten of the present tenance of the production of the soil of the production of the production of the soil of

Food production per capita in the United States is falling, and this in spite of high prices (paid by the consumer) and a real hunger for land. One of the principal reasons Mr. Howe finds in the intolerable conditions imposed upon the farmer by those who can control either the actual movement is, the renaporation companies and the produce exchanges which manipulate market prices in the interest of middlemen.

In his wholesale condemnation of tenancy farming the author goes too far. If it "is impossible to have a healthy agriculture time to the farming health and the farming humans the unmixed blessing to the nation which Mr. Howe gives his readers to understand. The Belgian peasant A majority of English tenant farmers prefer to remain tenants and invest their capital in the farming business rather than in land. (The farm owner benefits from rising land (The farm owner benefits from rising land ecases to be a farmer.)

This generalization apart, the author undoubtedly makes his point as regards the particular dangers of the present short farm tenancy system of the United States to the economic future of the nation. It would be difficult to devise a system more oppressive, more discriminatory against the producer, or more effective in discouraging good hus-

Some of Mr. Howe's recommendations are for organized collection and storage of farm produce under the control of state departments of markets and collective marketing; terminal markets owned by state or city, with adequate cold storage and refigerator provision and public suctionerting under state tion of milk distribution or public milk-receiving stations delivering to local depots for retail sale over the counter; promotion of

cattle raising near the principal consuming centers; expansion of parcel-post into a fooddistributing agency; national purchase and operation of express, refrigerator and package freight cars. All this is in addition to more fundamental changes which he advocates to free the access to land, such as land taxation, direction of immaigrants, opening trading in futures and extension of rural credits.

Librations many suggestive detailed recommendations is one for a national cleaning house or bureau of information to which the would-be farmer could go for absolutely trustworthy information on all the conditions affecting the success of agriculture in any region where he may contemplate to purchase land.

BRUNG LASKER

SURGICAL NURSING IN WAR

By Elizabeth R. Bundy, M.D. P. Blakiston's Sons & Company. 184 pp. Price \$.75; by mail of the Survey \$.80.

Often it has been said since the war opened that the experience of a surgeon in civilian practice is not sufficient to meet the emergencies of "the field." And special course, brief at first, but later in detail, were given at vantage-points in every country in order at vantage-points in every country in order of watching for new conditions of wounds and symptoms of infection, operating by candle-light if a bomb happens to put the electricity out of service, deciding instantly which of many immediate calls is the most immediate, how to utilize a valable material.

But equally new experiences face the nurse who goes abroad, and the aim of Dr. Bundy's book is to group in a few pages some of the most important conditions for which she must important conditions for which she any aitempt at completeness, since "new methods are daily devised and reported." But she calls for the best possible preliminary training; then upon this builds her special instruction regarding effects of misoliance and secular injurity.

pliances and peculiar tnjuries.

Of great value to the trained nurse who
is going into war service, the book should
also be a wholesome deterrent to the earnest
but unprepared.

G. S

YOUR PART IN POVERTY
By George Lansbury, B. W. Huebsch.
126 pp. Price \$1; by mail of the SURVEY

\$1.08.

MADON, prompts the fine lady representatives of the idle richt og jev loy rides to the convalencent Tommy? It can't be the Tommy himself, for when he was mainted in her factory she never knew of it, or, if she did, gave him no thought. And she doesn't give joy rides to his overworked, harrowed, half-sawed wife; or on his emaciated, half-naked, mirrhless children. Is if the dayming of a new conscience? Is if

If she and her kind would read Mr. Lansbury's book they would learn that the war with Germany is not their only problem. There is another task awaiting the powerful. And "in our march forward we shall no widows, orphans or drivasted homes; but, instead, as we succeed in destroying evil in our own lives and in calling men and women to repentance and hope, we shall be analy, for they will each be brought to see the sacredness, the heauty and nobility of all life, and made to understand that personal calvation is of little worth unless it is accompanied by the salvation of one's fel-

The problem of the poor and suffering is personal to many of us who take it as a matter of course. We are wrong in attributing it to some vague thing separate from ourselves. The well-to-do should preach a gospel of discontent with poor ventilation and filth. It is a crime to teach contentment with such conditions on the assumption that they are God-ordained. But before we teach discontent we must make sure that our own discontent we must make sure that our own skirts are clean. We are too much inclined, as Tolstoy said, to do everything for the poor except get off their hacks. Mr. Lanshury has written a penetrating

statement. But it is written in such a kindly way that one must wonder at his moderation. He knows the poor and their problems, and he knows where the trouble lies. But he does not attack those who are responsible. He pleads with them to see the joy of life for all as the only effective avenue to real joy for any.

He might have said that a fool's paradise is surrounded by those who created it and to whom it helongs. If they are allowed no share in it, they will sooner or later take it all.

EDWARD T. HARTMAN.

THE TAXATION OF LAND VALUES (Hart Schaffner & Marx Prize Essays in Economics), by Yetta Scheftel. Houghton Mifflin Company. 489 pp. Price \$2; hy mail of the SURVEY, \$2.14.

Never in the world's history has the sub-ject of taxation assumed such importance as within the last few months. And its importance is not likely to wane in the very near future. Miss Scheftel's book, which is the twenty-second of the Hart Schaffner & Marx Prize Essays (this one winning \$1,000), is a valuable contribution to the literature on taxation experience, and is thus most timely.

The hook deals with the different forms of land taxes and differentiates between the tax on land value and the single tax. The single tax is epitomized as "the one hundred per cent tax on land value and the abolition of all other taxes," while the tax on land value, as dealt with in the book, is a much smaller levy "adopted in part for fiscal purposes, in part in the interest of social amelioration; e.g., to relieve congestion in urban communities, to prevent speculation in land, and, on hehalf of the community, to appropriate a little of the enormous appreciations in the value of the land, to meet the growing hudgets." The latter system does not include the doctrine of abolishing all other taxes.

A large part of the hook is devoted to a careful description of the special land taxes which in the last half century or more have which in the last hair century or more have been adopted in Australia, England, Ger-many and western Canada. The causes for the introduction of the tax in the various countries, together with the nature and the working of the systems, are discussed ex-haustively. The expediency of the tax on land value for the United States is also considered, and attention is given to the tax in its fiscal aspects and as a measure for social reform.

The author's conclusions appear to be that the tax on land value has thus far proved inadequate as an effective force for social hard-to-ascertain tendencies toward hringing desirable reforms, and that certain considerations of fiscal improvement tend to urge the extension of the land tax.

The book is a veritable storehouse of information for those interested in the subject and a valuable help toward improvement in methods of taxation-a field of government activity where improvement is urgently needed.

SHELDY M HARRISON

POLITICAL HISTORY OF POLAND OLITICAL HISTORY OF POLAND By Edward H. Lewinski, Corwin. The Polish Book Importing Co., Inc. 628 pp. Price \$3; by mail of the Strever \$3.15.

The President of the United States, speaking last January in behalf of a "united, in-dependent and autonomous" Poland, contributed greatly to showing the need of an understanding, on the part of the American people, of the life and aspirations of the Polish nation. Dr. Lewinski-Corwin is conspicuous among several scholars who have sought to satisfy that need. And it may be said that, after making due allowance for three serious limitations on his work, he has succeeded better than anyone else.

The first of these limitations is to be found in the nature of the work. It is frankly propagandic. It is an apology rathtrankly propagandic. It is an apology rather than a confession. Though "based especially and largely on Polish sources of information," It is untrammelled by citation of authorities or other apparatus of scholarship. It freely and naturally exalts the antique Polish state and glorifies the present Polish people. It is thoroughly nationalistic.

Again, as its title indicates, the work is a devoted to the economic and social evolution of the Polish nation, but a multitude of kings and ministers and nobles jostle one another for prominent places on the packed pages. On the whole, both selection and proportion are admirable, though at times the profusion of obscure names evokes a

In some instances the author might have prevented the flagging of his readers' interest had he been less ready to limit himself to Polish annals and more willing to illustrate the significance of Polish events hy reference to contemporaneous developments in other countries better known to American students. For example, a detailed comparison of Poland and Germany in the seventeenth and eighteenth centuries would have heen distinctly worth while; among other advantages it would have demonstrated the utter asininity of Prince Bulow's recent assertion that Prussia was obliged to appropriate a third of Poland hecause the Poles for two centuries had been unable themselves to evolve a strong, forceful state. Likewise, there might well have been a chapter com-paring Poland and England in the seventeenth century, for the constitutional ten-dency which, when applied to the latter, is praised as liberty, is, when applied to the former, condemned as "anarchy."

A third limitation on this work is, curi-ously enough, a depreciation of the influence

of the Catholic Church on Polish history. is as if a historian of Ireland or of Quebec should write some 600 pages without discussing in either case the nationalistic contributions and propaganda of its Roman clergy. Notwithstanding the fact that Catholicism is as much a distinguishing badge of patriotism on the Vistula as on the Shan-non or on the St. Lawrence, Dr. Lewinski-Corwin endeavors everywhere to separate political aspirations from religious emotions. How odd it is for a Polish patriot of today to sympathize with Protestants in the story to sympathize with Protestants in the sour of the Reformation and to vie with eighteenth-century rationalists in denuncia-tion of the Jesuits! What Polish Catholic priests have done in the nineteenth century for their compatriots both in Russian Poland and in Prussian Poland, might fairly have been told. Towards the Jews the author is generally more kindly than towards the Catholic clergy, yet even here he must needs condemn "the liberality of the Polish law" as conducive to "the perpetuation of a dis-tinct race consciousness" and as preventing polonization and nationalization" of the

If due allowance is made for these three limitations, Dr. Lewinski-Corwin's book takes its place as the hest and most authoritative brief history of Poland now on the market. It is well illustrated by numerous pictures and maps and is provided with a very useful key to the pronunciation of Polish names. Especially to be commended are the accinerate are the sections on the relation of Lithuania to Poland and the chapters on the old Polish constitution and on the newest developments -Constitutional Russia and the Poles, and The Polish Question and the Great War.

Thanks to Dr. Lewinski-Corwin, every interested American can now learn that land, with a land heritage of three-fourths of a million square kilometers, with a historic past 1000 years old, with a rich civilization, with a beautiful language and litera-ture, with an annual economic production amounting to several billions, with a robust and virile population of 25,000,000 Poles, of whom almost 2,000,000 have been called to arms in this war-is not a fragment; that it is a great nation, one of the few great nations of Europe and of the world." And, in this present war, while Americans are fighting in Europe for the rights of nations, what American is not interested in the subject of this book? CARLTON L. H. HAYES.

# Communications

#### THE EPISCOPAL FUND

To the Editor: Permit me to call your attention to an inaccuracy in your editorial under the head of Sustentation Funds for the Ministry, in your issue of October 27, in which you say "the Protestant Episcopal Church has raised a fund of \$5,000,000." That fund up to the present time amounts to something over \$8,700,900. I wonder if you would be good enough to mention this fact in a later editorial. Pittsburgh.

#### AGNES C. WAY.

SAID OF THE SURVEY To THE Entron: In the face of so much protest against everything these days, may I say that I have been heartily in accord with the SURVEY in this difficult time of knowing what to say.

I was particularly glad for your article on

Sabotage and Loyalty, October 13. It is so refreshing to find someone giving credit where it is possible in these days of so much unjust criticism.

Toledo ANNE M. SPRAGUE.

To THE EDITOR: I want to express my keen appreciation of the SURVEY and of its invaluable assistance in keeping in touch with the most recent information along all lines of social welfare. When Making the Boss Efficient appeared [the SURVEY for June 2], I cut it out and kept it going among people who were deeply and personally interested in the gross injustice of the "hiring and firing" system of employment in the teaching pro-fession and especially in higher institutions of learning.

Professor Cattell's experience is serious,

but at least he knows why he was dismissed. There have been recent cases in this state where scholarly, efficient men and women have been dismissed at the end of the school year without warning, with a vague explanation or none at all, refused a hearing or opportunity to disprove charges. A board of portunity to disprove charges. It waste or trustees, political appointees, and the gov-ernor who appointed them, refused hundreds of requests for a hearing, made by some of the best chizens in the state.

Every good citizen in this country is thinking, talking, working, sacrificing for America and the cause of the allies. There is now no room for anything but whole-hearted loyalty and support of our government, but it is also a time for a searching of conscience in our own personal and husiness relations to see whether the principles of autocracy or democracy characterize our acts. May the time come soon, in this period of great awakening, when the principles of justice, cooperation and fair play will characterize the teaching profession as well as our great industrial organizations.

Please send the reprint of Making the Boss Efficient. I shall keep it moving about where it will do good work.

#### A SEATTLE SHEPHERD

To THE EDITOR: A certain clergyman of the city of Senttle recently expressed himself, in the columns of the SURVEY [October 20, page 75], in the strongest terms against the Industrial Workers of the World.

This clergyman, whose activities are well I his clergyman, whose activities are well known to the people of Seattle, used the term "damnable" (a favorite word of his) in connection with the I. W. W. He has used this same forcible word in referring to others not so reprehensible as the Industrial Workers of the World. For instance, he applied this term some months ago to those whose only crime is that their patriotism is of another stamp than that of, let us say, Mayor Mitchel. This Christian clergyman vehemently asserted that these men should be taken out and shot.

be taken out and shot.

Did it ever, by any chance, occur to this
"reverend" gentleman that the term "damnshle" (it is a good word, a very good word)
might he more truly applied to those whose
failse teachings and ignorance of God and
His ways have brought upon us the menace
of the i. W. W. and many other ills that at
present afflict our nation? Does this man
present afflict our nation? Does this man
being like an alien growth, like a meterotic
that is found in a field, but has come from
the stars and has no affinity or relationship to the stars and has no affinity or relationship with the other houlders lying in its neigh-borhood? If he thinks thus he does not know what even the American habes know today.

When boils and sores appear upon a man's body they indicate that the blood is impure or poisoned in some way. How do we go about to cure these boils? By lancing them and applying unguents? That will afford only temporary relief, and the sores will be certain to break out again sooner or later. In order to cure the man we must build up his general health, purify his blood, and put him in a sound physical condition. The boils and sores will then disappear. The Industrial Workers of the World are

The Industrial Workers of the World are a festering growth upon the body politic. But they have appeared as a festering growth because the body politic itself is sick.

Despite all efforts to suppress them by police, military, or ecclesistical coercion, there "strong arm" methods will not succeed. The 1. W. W. will continue in this country just as long (and no longer) as the body politic is in a corrupt and weakened condi-tion. The I. W. W. is a symptom, and not a disease. It is one of the symptoms (there are many others) that reveal the deadly state of the moral and religious life of the nation.

# Fancy Table Linens for Holiday Gifts

Practical, distinctive, and moderate in price, characterizes our stock of Fancy Linens gathered from almost every country of the globe.

Nothing has been left undone to make this collection the most complete we have ever shown.

Luncheon Sets (twenty-five pieces to a set), round, square, oval, and oblong, in Irish, Swiss, Madeira, and Chinese Embroidery, \$7.50 to 175.00 per set. Mosaic Open-work, Italian Needle-point, Sicilian and Fayal Drawn-work, \$31.50 to 275.00 per set.

Tea Napkins, Madeira Embroidery, \$5.50 to 17.50 per dozen. Sicilian, Fayal, and Mosaic Open-work, Lace and Embroidery, a most interesting collection, \$10.50 to 65.00 per dozen. Luncheon and Dinner Cloths, in Italian Needle-point and Embroidery in a variety of exquisite designs, round and oblong, \$57.50 to 575.00. Many have Napkins to match.

Scarfs of every size and description, Embroidered, Lacetrimmed, Porto Rican Drawn-work, Sicilian, Mosaic, etc., \$1.50 to 175.00 each.

Tea Cloths, round and square, in almost endless variety, \$3.50 to 350.00 each.

Tray Cloths, a beautiful collection of Lace and Embroidered. oval and oblong, 35c to \$22.50 each.

Hemstitched Damask Luncheon and Dinner Sets, two to four yards long, two and two and a quarter yards wide, \$13.50 to 65.00 set of Cloth and twelve Napkins.

Round Damask Cloths, Scalloned, in handsome new designs, 72 inches, 81 inches, and 90 inches diameter, \$6.00 to 22.50. Napkins to match, \$10.00 to 25.00 per dozen.

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It is because the prophets and the priests and the rich men and the great of our country have not been true to their trust as lead-ers of the people that the I. W. W. has broken out, like a cancer, upon our national life. The ministers are placed at the head to lead the people, as the head sheep of a flock leads all the rest. If the ministers nock leads all the rest. If the ministers teach falsely, then all the people who follow them are led astray to ruin, just as a flock is led to destruction when the leading sheep jumps over a precipice.

The prophet Isaiah calls over the cen-

turies to the ministers of this generation: The ancient and honourable, he is the head: and the prophet that teacheth lies, he is the tail. For the leaders of this people cause them to err; and they that are led of them are destroyed." And Micah says to them: "Therefore night shall be unto you, that ye shall not have a vision; and it shall he dark unto you, that ye shall not divine; and the sun shall go down over the prophets, and the day shall be dark over them." Seattle.

CHARLES HOODER

#### THE SOCIALIST VOTE

To the Editor: In your issue for Novemher 10 you allude briefly to the Socialist vote in the recent municipal campaign and appear to express the view that about one hundred thousand of the votes cast for Mr. Hillquit should be regarded as strictly Socialist votes. Of course, opinions may well differ as to what is a strictly Socialist vote, but I think

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#### Classified Advertisements

#### HELP WANTED

WANTED-Visitor undertaking case work for well-established charity organization in Southwest. Salary, \$60. Also ing nurse, salary \$70. Address Also visit-SUPPEY

WANTED-A man for Social Worker and Assistant to Pastor by Epworth Meth-odist Church, Norfolk, Va. Fine location; good equipment; splendid opportunity for work among sailors and soldiers as well as along regular community lines. A

WANTED-Man supervisor of boys' department in a Protestant institution, Jan-uary 1, 1918; resident position. Telephone Prospect 41.

WANTED-Organizer of Girls' and Women's Activities for full-time work in large Jewish Communal Organization in New York City. Initial Salary \$1500 a year. Address 2664 Suavey.

#### SITUATIONS WANTED

UNIONIST, former national president, able writer and speaker, successful organ-izer, old subscriber to Survey, Public and New Republic, age forty, wants work denameding efficiency and an ideal. WIFE, college graduate, writer, trained and experienced social worker, successful propagandist, seeks separate or co-ordinating position. Address 2662 Survey.

WANTED: Position as Director Home Service Red Cross by trained worker. Twelve years' experience secretary Asso-ciated Charities. Special training civilian WANTED: Position as Director Home Special training civilian relief work. Address 2663 SURVEY.

EXPERIENCED boys' worker now Su-pervisor of playgrounds in Middle West wants to make a change. Institutional boys' work preferred. Address, 2665 SUR-

ODD work for odd times, stenographic or copying. Address 2668 SURVEY.

WELFARE worker with experience as executive with two national organizations, familiar with many forms of welfare work, knowing business practice and having a broad education including eraft training, seeks an opportunity to use his ability in constructive work. Address 2666 Survey.

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SERIOUS art student will give for room, board and slight remuneration, part time stenographic, secretarial work. Address 2667 SURVEY.

HEALTH EMPLOYMENT-Free lists of trained health officers, industrial hygienists, health laboratorians, sanitarians, etc., furnished to prospective employers. Regisruthisticu (o prospective employers, Regis-tration in the Bureau free to members of the American Public Health Association. Address Health Employment Bureau, 1039 Boylston St., Boston, Mass.

A synopsis of one of a course of three tectures the SCIENTIFIC AND PRACTICAL WEL-RE WORK FOR THE DELINQUENT GIRL FARE WORK FOR THE DELINQUENT GIRL is set forth in a folder just issued by MRS. MORTIMER M. MENKEN. Graduate of John Cottier's Tratning Schoot for Community Work-sra. Apply 149 W. 77 St., New York. that your comment has probably given to many readers the impression that in the neighborhood of one hundred thousand Socialist Party members in New York voted for Mr. Hillquit and the issues which he

advocated.

The Socialist Party membership in the entire United States is at the present time much less than the supposed number of Socialist votes cast for Mr. Hillquit and his policies. I am competently advised that the Socialist Party membership in the entire United States on October I was only about eighty thousand, the average Socialist Party membership in the United States during the preceding five years having been ninety-four thousand.

On April 30 of this year the party membership in the United States was 61,594 (as indicated by the sum total of dues paid into

indicated by the sum total of dues paid into the national office that month—viz. \$3,079.70). Of the eighty thousand Socialist Party members in good standing in the United States on October 1 of this year hardly twothirds were voters, the Socialist Party admitting to full membership non-citizens as well as citizens, minors as well as adults, and, of course, women as well as men. It might be of interest to you to ascertain the number of Socialist Party members in

good standing in New York city on election day, and to endeavor to form a reliable estimate of the proportion of the good-standing mate of the proportion of the good-standing members who were eligible to vote in the re-cent election. I think if you pursued this inquiry far enough, you would find that con-siderably less than forty thousand Socialists of good standing in their party voted for Mr. Hillquit and his anti-war policy in the last election. That the additional hundred thousand votes cast for his policies were chiefly pro-German and pacifist votes, would be, I think, a fair inference

J. G. PHELPS STOKES. New York.

[The sentence to which Mr. Stokes refers reads as follows: "As to the Socialists, the party vote in Mr. Hillquit's 142,178 was over 100,000. So far as party organizations are concerned, this makes it second in numbers in New York city, only the Democratic (Tammany) exceeding it." The use of the word "party" in this connection is misleading; we should have said "straight" votes-that is, votes for the entire tieket. The intention was to point out that more than 100,000 hallots were east for the whole ticket, which seemed to us even more striking than that 142,000 had been cast for Morris Hillquit,-EDITOR.

#### VENEREAL DISEASE IN FRANCE To THE EDITOR: Some weeks ago there was

an article in the SURVEY expressing fears regarding the conditions under which Ameriean troops will be living and fighting in France. It was my privilege to obtain recently the following statement from an officer in the French army, who is now doing special work for our army in this country. As he would have to obtain permission, which might take weeks, to allow the use of his name, I am not giving it to you, but the information that he gives seems entirely

If you eare to publish the inclosed statement, it may serve to allay the fears of the American people, as it shows an important

WANTED - ENCYCLOPEDIA. boys' and girls' clubs of Greenwich House (social settlement) need a good encyclopedia. Will some one who has two, or some family that is breaking up housekeeping. contribute one for the use of the club members, many of whom are working boys and oers, many or whom are working boys and girls who attend night school? Address Harrison Thomas, boys' club leader, 27 Barrow street, New York city. 'Phone Spring 9833. change of attitude by the French government toward the whole question of venereal dis-eases. The inclosed is an exact copy as given to me by this French officer.

While conditions existed at the beginning of the war which resulted in the increase of venereal disease in France, the French gov-ernment has within the last few months taken several steps to deal effectively with the evils.

"The sale of all alcoholic liquor to men in

uniform is strictly forbidden. Light wines

"As to this last point, the French govern-ment, in connection with the American army, has made it clearly understood that this last privilege would immediately he taken away if it were abused and this ruling has already been put into effect in regard to champagne, in which some of the American soldiers landing in France indulged without enough re-

"The government has also taken steps to suppress the prostitute around army camps in the French army. Commanding officers are the judges of rulings necessary in regard to this. The growing tendency is complete probibition on this subject. This means that no organized evil should be able to surround our boys in camp. As for the larger cities, soldier who has been invited to spend his leave-of-absence in a home of reputable families who write to him a letter to that effect, letter O.K.'d by the police commissioner of the district as to the standing of the person extending the invitation. soldier has no friends or relatives to invite him, he will be treated by such organizations as the Army Y. M. C. A., who will provide bim with a good time, either in a town organized for that purpose or in Paris under proper supervision. The only time the soldiers will be free without leave in France will he a very few hours in the evening when they are at rest (from 5 or 6 to 8 o'clock P. M.) and on Sunday. Physical eleanliness among the boys in the fighting units is today of a much bigber standard than ever before.

"The danger of what is being called the 'crazy kid' problem, such as has been occasionally seen around certain eamps in America, is practically unknown in France, as the French girls between twelve and seventeen years old are very much under their mother's supervision.

"The most important share of the work is really done by the Y. M. C. A., which bas official welcome not only by the American officials, but also by the French government, and is given all facilities to do its work For one French regiment, when the Y. M. C. A. was opened in the town, where it went to rest, the proportion of petty troubles and punishments fell 95 per cent.

"The real difficulty comes from the fact that the American boys are so highly paid They have too much money, but educational work among the boys themselves and the provisions of the insurance bill should help to remedy this side of the situation.

"Of course, to obtain full results the mothers of America should understand that under no eircumstances should money be sent to their boys, who are never in real need of it. In view of the present attitude and expressions of the French government, the mothers of America may send their boys to France with the assurance that good care will be taken of them. Never at any time in the military history of the world have such ef forts been made toward the welfare of a

VIRGIL V. TOHNSON.

Representing the War Department Commission on Training Camp Activities, in Community Organization.] Kalamazoo, Mich.

#### A CORRECTION

To THE EDITOR: May I call your attention to an error in your column of personals in the issue of October 20 under the name of Mrs. Edith Shatto King, new manager of the National Social Workers' Exchange, 130 East 22 street, New York city, of which your note speaks as follows: "The exchange, it will be remembered, was organized last summer to take over the Social Work Department of the Intercollegiate Bureau of Occupations."

May I, as president of the exchange and as a member of the board of directors of the intercollegiate bureau, make clear the fact that the exchange has not taken over the Social Work Department of the intercollegiate bureau, but that the exchange is an

entirely new organization. While it is true that some of the persons

who have organized the exchange have been related to the Department for Social Workers of the Intercollegiate Bureau of Occupations, the two organizations are entirely separate and distinct, and the exchange is Workers of the bureau.

May I take this occasion also to point out that the intercollegiate bureau, in addition to its well-known work in placing women in other vocations, continues to register women social workers for positions in the city of New York and vicinity. The Social Work-ers' Exchange is a national organization, supplying social work positions with both men and women throughout the nation, including New York city.

New York. RICHARD H. EDWARDS.

# SOCIAL PROBLEMS IN TIME OF

To THE EDITOR: It has been found that it is common for the class of persons who are known as "radical" to be pretty "conservatively" denunciatory of such as may be called "conservative" towards social problems. It is well to soften the asperities of these good reformers when they see a certain falling off in the zeal of former associates today, concerning domestic problems, by going back to our basic "point of view." It is comparatively easy to accept with respect and patience individual differences in theory. Thence it is possible to see how logically individual differences in theory. an attitude is reached, very different from that of the "radicals," in regard to these very "social problems."

Now it is the case that a certain number of individuals, who had labored in cooperation with the great army of social reformers, became convinced in August, 1914, and have been led to an ever-deepening conviction, of the truth of that which the sturdy reformer, Louis F. Post, summed up (in the advanced organ of opinion, the Public) as the Hohencollern's "stupendous attempt to realize in part his long-fostered policy of world con-quest." Furthermore, and foreing woon the United States, for mere self-protection, the entrance into the war against aggressive imperialism, "pursuant to that policy and for its more complete realization, he has thrown his western battle-line beyond Belgium, bevond France, beyond Great Britain, many leagues out upon the Atlantic Ocean toward United States."

Claiming respect for this point of view, not only taken by the great body of Americans, but declared by its official voice, what follows logically?

This force must be subdued by force, since there is no safety for the world except by its destruction and the unconditional sur-render of the central powers. No other means to attain its absolute destruction are imaginable. That is, the war must be won by one of the victories which insure per-manent peace like those which caused the unconditional surrender of Yorktown and Richmond. The United States is to be a great factor in winning such a victory. If the war should be lost, the whole prog-

ress of the world would be stayed and even a tremendous set-back involved. The work of Sisyphus would be our appalling prospect.

Every democratic movement, every social, moral and political cause whatever should be side-tracked or modified if their promotion interferes in the slightest degree directly or indirectly-with the great oppor-tunity for service in "winning the war," and and the passionate zeal needed to support it; now that the "fiery cross" has gone through the land!

Many reforms, of eourse, not technically aids to war, promoted in your columns, are not only such in effect, but, as leading to permanent economy, energy and efficiency, will palliate some of war's intrinsic horrors and illustrate the presence of the great over-ruling Power which "shapes our ends" for good, though we are cruelly driven to "rough house" them.

The world is in flames; a nation to aid in its salvation must perhaps "go mad," France. Call those preachers of "sanity" if you will who would divert interest to lesser things; in such a case, "sanity" is horribly insane!

Boston. ERVING WINSLOW.

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#### PERIODICALS

Fifty cents a line per month; four weekly inser-tions; copy unchanged throughout the month. A. L. A. Book List: nonthly; \$1: annotated mag-azine on book selection, valuable guide to best books; American Library Association, 78 East Washington St., Chicago.

Washington St. Chicago.
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The Child Labor Bulletin; quarterly: \$2 a year; National Child Labor Committee, New York. The Club Worker; monthly; 30 cents a year; Na-tional League of Women Workers, 35 East 30 St., New York.

The Co-operative Consumer; monthly; 50 cts. per year. Co-operative League of America, 2 Wast 13 St., New York.

The Crinis; monthly; \$1; National Association for the Advancement of Colored People, publisher, 70 Fifth Ave., New York.

The Critic and Guide; manthly; \$t a year. De voted to medical sociology, rational sexology birth control, etc. Wm. I. Robinson, M.D. Editor. 12 Mount Morris Park, New York City. The Journal of Negro History, quarterly; \$1 a year; foreign subscriptions 25 cents extra; concerned with facts, not with opinions; Association for Study of Negro Life and History, 1216 Yaw St., N. W., Washington, D. C.

Mental Hygiene; quarterly; \$2 a year; published by The National Committee for Mental Hy-giene. 50 Union Square, New York.

Notional Municipal Review; monthly; \$5 a year; authoritative, public spirited, constructive; Na-tional Municipal League; North American Bidg., Philadelphia.

Philadelphia.

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Public Health Nurse; Quorterly; \$1 a year; na-tional organ for Public Health Nursing, 600 Lexington Ave., New York.

Social Hypiene: a quarterly magazine; \$2 per year; The Social Hypiene Bulletin; monthly; \$2.5 per year; both free to members; published by the American Social Hypiene Association. 105 W. 40 St., New York.

Southern Workman, illustrated monthly; \$t\$ for 700 pages on race relations here and abroad; Hampton Institute, Va. Sample copy free.

The Swrwy; once a week, \$3; once a month, \$2; a transcript of social work and forces: Survey Associates, Inc., 112 East 19 \$t., New York. Associates, Inc., 112 East 19 St., New York.

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If you seek an unknown source of information, turn to the subject index, following. The initialings correspond to capital letters in names of agencies.

If you want to know the agencies at work in any great field of social concern, turn also to this index. [They are grouped under major subject clas-sifications, as "HEALTH," printed in capitals.1

Correspondence is invited by the agencies listed; questions answered (enclose postage for reply) and pamphlets supplied free or at nominal charges. Membership is not required of those seeking information, but offers an opportunity for you to share spiritedly and seriously in your com-munity or profession in an organized movement which is grappling with some country-wide need or cause.

If you are uncertain where to turn, address the SURVEY, and we shall en-deavor to get your inquiry into the

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The development of this directory is The development of this directory is one of several steps in carrying out this commission. The excutives of these organizations will answer questions or offer counsel to individuals and local organizations in adjusting their work to emergent wartime demands.

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PEACE National Woman's Peace Party, Art. Peopage, NACP. Playgrounds, PRAA.

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# The Relief of Halifax

HANK YOU. Send one million units pneu-moniac serum." This message, flashed over the telegraph wires Sunday evening from the stricken city of Halifax, tells with dramatic brevity the story of the added misery that faced the inhabitants of that town and the neighboring village of Dartmouth, when the horror of a driving blizzard was superimposed upon the explosion of a munitions ship and fire that had already killed thousands of people and wrecked thousands of homes. With no protection from the snow but houses with windows blown out, plaster down, chimneys gone and walls and roofs rent, the people of Halifax felt a new menace, less spectacular in its coming and slower in its inroad upon life and health, but none the less certain and harder to be met adequately. Food and clothing are quickly thought of when disaster overtakes a community, and generosity promptly transports these to the place where they are needed. But the less obvious resources of medical science are apt to be lost sight of. Even here, however, organization has made great strides in the past ten years and the necessaries of medical comfort are usually found on the first trains that enter a devastated area. Pneumonia, however, has not been regarded as a usual concomitant of disasters and therefore has not been planned for on a large scale and in advance.

When newspapers announced last Saturday morning that a bilizard was halting rescue work in the shock and fire-ravaged city, the Department of Civilian Relief of the American Red Cross had already dispatched a number of car loads of supplies and a strong group of skilled relief agents to assist in this work. To W. Frank Persons, director-general of civilian relief, the coming of the blizzard meant one thing—death from exposure and from the slower processes of pneumonia. He therefore telegraphed to the authorities at Halifax with whom he had been in touch, asking whether anti-pneumonia serum was needed. Not until 8 o'clock Sunday night did the answer, quoted above, reach him.

Within fifteen minutes Ethan Allen, manager of the Atlantic division of the Red Cross in New York city, had been reached by telephone at his home and advised of the request. The names of the half dozen places in the United States where anti-pneumonia serum is made were given to him. Several of these are in New York city, one in Philadelphia. With Mr. Allen at his home, was John Magee, director of military relief for the Atlantic division, and to him Mr. Allen turned over the securing of the serum.

When the request for a million units was made to the places where it is manufactured, only amazement was forth-coming. Anti-pneumonia serum is a comparatively new product of preventive medicine. It is not spoken of by the profession in terms of units, as is anti-diphteria serum; moreover, a million units was declared to be an unheard of amount. Three of the four places communicated with—the Rockefeller Institute, the New York city Department of Health and the Lederle Laboratories—had only enough for a few patients and to send this to Halifax would be to deprive persons equally in need nearer home.

A fourth place, the H. K. Mulford Company, manufacturing chemists of Philadelphia, held out a slightly brighter hope, however. By noon, Monday, word had come from the plant of this concern that 850 ampuls of their anti-pneumo-coccic serum, or enough for several hundred patients, was available and could be shipped that day. This quantity, therefore, was immediately purchased and by Monday evening was part of a train load of other supplies that had left New York city, under the direction of the Atlantic division of the Red Cross, for Halliax.

The sending of this serum was only one of the dramatic and unusual incidents that occurred in the early days of meeting what has proved to be the greatest disaster that ever befell a Canadian city, and one of the greatest disaster that ever happened in the western hemisphere. The prompt act of the Public Safety Committee of Massachusetts in sending not only a large quantity of glass and putty for broken windows but also temetry-five killed glaziers to put it in, was another. The sending by the American Red Cross of a complete X-ray outfit and an operator accompanying it was a third. In spite of the isolation of Halifax for several hours following the explosion and the fact that, as usual in large disasters, reliable details of the damage were lacking. the imagination of two countries seemed to leap to the event and people everywhere were found thinking concretely of the specific needs to be met.

Help came quickest, of course, from places near by. Maine, separated from Nova Scotia by New Brunswick and the Bay of Fundy, was in a particularly strategic position. The governor, Carl E. Milliken, sent on Friday 2,000 blankets and 1,000 other blankets from Bangor, all consigned to the Red Cross at Halifax. A few hours later he offered to the Red Cross 400,000 square feet of beaver board, ten tons of putty, 200,000 pieces of window glass and 10,000 rolls of tarred paper and

100fing paper. These were accepted, forwarded on Saturday and used for temporary repairs of dwellings, windows and

Massachusetts, 450 miles away by water, was equally prompt. At 9 o'clock Thursday night, the day of the exposion, a special train of the Massachusetts Public Safety Committee left Böston with 1,100 pairs of pajamas, 350 luspital shirts and a large quantity of medical supplies. Friday night a special Red Cross train left the same city carrying twenty-five doctors, including two obstetricians, sixty-eight unurses and eight orderlies. A third train left Providence Saturday morning with sixty-two surgeons, sixty nurses, ten orthopedic surgeons and two hospital social workers. The doctors and nurses from Providence were part of the personnel of the Red Cross Naval Base Hospital organized in that city.

These are only a few of the first measures of assistance. From other American cities, from Now Scotia, from New Brunswick and Canadian points farther away, similar help was offered or sent. The population of Halifax itself, recovering quickly from the stun of the explosion, organized itself for relief. Mayor P. F. Martin, of Halifax, and E. F. Williams, of Dartmouth, aided by leading citizens, formed temporary relief and reconstruction committees, so that by the time help began to arrive from the outside the work of rescue was already under way and there were organized bodies with which to cooperate.

The American Red Cross was able to send to Halifax a particularly strong administrative committee. This committee is now in charge of all the relief and reconstruction work to be done by the Red Cross. Its services were accepted by the citizens' relief committee of Halifax. The chairman is John F. Moors, president of the Associated Charities of Boston, the institutional member of the Red Cross for New England, Mr. Moors is also identified with the Boston Metropolitan Chapter of the Red Cross and chairman of its emergency relief committee. He was in charge of Red Cross relief following the Salem and Chelsea fires. The secretary of the committee is C. C. Carstens, secretary of the Massachusetts Society for the Prevention of Cruelty to Children. Other members are: William H. Pear, general agent of the Boston Provident Association; J. Prentice Murphy, general secretary of the Boston Children's Aid Society; Miss Rowe, of the Boston Associated Charities; Katherine McMahon, associate director of civilian relief for the New England division of the Red Cross, and Janet Thornton and Miss Emerson, of the social service department of the Massachusetts General Hospital.

With this committee have gone several other persons experienced in disaster relief, five or six hospital social service workers and seven highly experienced office secretaries. Together, these constitute a group of well-equipped and experienced heads for the operating units of the Red Cross work and a nucleus of competent office help.

Mr. Moors and his immediate staff left Boston Thursday night on the special train of the Massachusetts Public Safety Committee. They reached Halifax Saturday morning and immediately got into touch with the appropriate authorities. Perhaps no better idea of the conditions found upon their arrivals can be given than by quoting the telegram sent by Mr. Moors to Mr. Persons Saturday morning:

We arrived this morning and have been in touch today with Premier Borden, Governor Grant, Mayor Martin, Justice Harris and many public-spritted citizens. They are deeply moved by the generosity of the American people. A promising relief committee with appropriate sub-committees is now being organized. The people here seemed pleased by hus getting started toward the control of the problem. The number of dead and severely wounded is not yet known definitely. It has been determined after consultation that I should suggest that immediate medical and other needs are now well supplied by your generoisty and otherwise that further commitments of relief supplies, doctors and nurses should await specific requests from here. You may safely send window glass.

A special Red Cross train left Boston Friday morning containing full equipment for a five-hundred bed hospital. This equipment was that of the Base Hospital No. 5, organized in Boston by the American Red Cross. Everything for this hospital except iron beds was sent, including mattresses, blankets and sheets, pillows, pillow cases and a full supply of surgical dressings and bandages, surgical instruments, etc. The five cars of this train contained also thirty-one cases of sterilized dressings, 1,000 bed comforters, 50,000 serilized compresses and sponges, 2,500 gauze bandages, 3,000 convalescent gowns and robes, 1,000 pajamas, 1,200 surgical bed shirts, 1,200 sweaters, 1,100 mufflers, 1,000 pairs of socks. 500 wristlets, 628 trench caps, 830 belinets, one bale of absorbent cotton and one case assorted bandages.

As early as I o'clock Friday aftermoun a special Ret Crostrain flying the Red Cross flag and marked Relief for Halifax left New York city. Captain Boyd, of the United States army, was in charge for the Red Cross, accompanied by Mr. Russer, of the Atlantic division of the Red Cross, who has charge of the Red Cross warehouse for supplies in New York. The train carried 500 cost, 5,000 seds, 3,000 bed socks, 10,000 sweaters, 100 cases of clothing for infants, children, men and women, underwear and outer-garments, 10,000 blankets, twenty cases of disinfectants, twenty cases of bandages, sixty cases of surgical supplies and a carload of foodstuffs, carrielly selected.

On Saturday the Secretary of the Navy, by telephone offered to the Red Cross 10,000 blankets then at the Portsmouth (N. H.) Navy Yard, and 20,000 blankets which he said, could be spared from the New York Navy Yard. The Red Cross, while greatly appreciating this generous and considerate offer, had not found it necessary by Monday to ask for blankets because 50,000 had already been sent by it. So tar as the stowes are concerned, decision will be reached on advice from Mr. Moors. It seems, however, obvious that new stowes will not be required until new houses are erected, and that this shipment should not be made in a way to interiere with the more rapid movement of lumber, glass and clothing.

Over the week-end two carloads of additional clothing was collected at New York city, all newly purchased and consisting principally of shoes, stockings, boots, rubbers and under wear. These are mainly for women and children. The shipment included also 800 overcoats. This all left New York Monday evening, carrying also the anti-pneumococcic serum mentioned at the outset.

The Red Cross learned on Sunday that five carloads of glass were packed and ready for shipment in Maine—two at Bangor, two at Augusta and one at Gardiner. These had not been moved, owing to congestion of traffic. By calling this condition to the attention of railroad officials in Washington, Mr. Persons secured the immediate movement of this glass. In the event that the glass is not unherwise contributed, it is probable that the New York city Mayor's Committee on National Defense will desire to contribute the cost of one carload of this shipment. In addition to those five carloads of window glass, 1,496 cases were shipped from Boston Sunday on the S. S. Calvin Austic, hartered by the Massachusetts

Public Safety Committee which contemplated sending 1,200 more cases on the S. S. Northland sailing from Boston on Tuesday. There is no present information which warrants additional shipments of window glass at this time. On the same steamer the American Red Cross is sending 25,000 blankets.

On Sunday the maxors of Halifax and Dartmouth issued an appeal to the people of Canada for \$25,000,000 for restoration of the means of self-support to destitute families and for reconstruction of dwellings. Following this the Red Cross announced that it would make no independent appeal for funds. The government of Canada made a preliminary appropriation of \$1,000,000 for immediate relief in Halifax.

On Monday the estimate of casualties made by John F. Moors, Red Cross representative in Halifax, was 2,000 or more dead, 3,000 severely wounded, besides these, 5,000 or more homeless. The estimate contained in the New York Fimes of Tuesday was: Known dead, 1,209; unaccounted for, 1,920; wounded, 6,000; homeless, 25,000. The prefatory

note to Mr. Deacon's article below shows that the Halifax disaster, compared with other disasters to single communities, is unparalleled in toll of human life, while in property loss and homelessness it is not remarkable.

These figures afford some basis for estimating the amount of material reconstruction that will be needed. They afford very little for estimating the amount of economic restoration that will be required to put the stricken families back upon their feet. Many of those killed are children, but many too are breadwinners. In this country, notably in the Triangle Shirt Waist fire in New York city, genuine efforts have been made following a number of disasters to restore families to a condition of independent and permanent self-support; lump sums have sometimes been paid them (in the Triangle fire \$4,000 and \$5,000 were paid to some families) and sometimes other nueans have been adopted. Whether Canada will see her task in this light is not certain now. If she does, the prospect is that she will need more money than she now realizes.

# When the City Burns

By J. Byron Deacon

AFTER the immediate and most pressing needs of Halifax, in the days just following her overwhelming distinct, have been met, and looking to the future of relief and rehabilitation in that
stricken city, the paragraphs here given may have a definite value. They are portions of a chapter on
Fires from the advance sheets of a book entitled Disasters, to be issued by the Russell Sage Foundation
on January 1. Several months ago, J. Byron Deacon, secretary of the Philadelphia Society, for Orgonizing Charity, and now serving, on leave of absence, as division director of Red Gross Gwilian Relief for Pennyshvania, began the preparation of this contpact and thoroughly readable little volume. It
will cover every type of disaster on this continent following which the American Red Gross has been
called upon for relief and service, such as disasters at yea, mine disasters, foods, fires and tornadoes.

How far experience in the United States is going to apply to the terrible plight of Hallfax, her citizens and those of the rest of Canada must be the judges. In some ways her situation is unparalleted. The chapter here quoted does not deal, though others will, with relief of survivors following upon heavy loss of human life. Property loss and homelessness, as it happens, have been the outstanding features of city-violed fires in this country. In Hallfax, both of these are merely added to the tragic toll of lives. The following figures, also supplied by Mr. Deacon, will make comparisons easy: Chicago fire, 300 lives lost, 100,000 persons homeless, 17,450 buildings destroyed, property lost, \$10,000 persons homeless, 28,168 buildings destroyed, property lost, \$17,000,000; Salem, Mass., 2 lives lost, 10,000 persons homeless, 1,792 buildings destroyed, property loss, \$17,000,000; Salem, Mass., 2 lives lost, 10,000 persons homeless, 1,792 buildings destroyed, property loss, \$14,000,000.

HE abrupt flight of men, women, and children from their dwellings and places of employment to refuges in parks and open spaces, their houses and furniture perforce left a prey to the flames, the separation of ramilies in the haste and confusion of the rout, the agony of fear and suspense until they are reunited, the utter dependence upon others for shelter, food, and clothing—this drama of the refugee is a characteristic which city-wide fires have in common. Fires such as these work sudden, violent, extensive, and prolonged interruption of the normal community life. They destroy vast stores of food and other necessities, disloct act transpuration, disorganize business, throw thousands out of employment, and create relief problems which the prostate community is mable to meet without outside assistance.

With scarcely less rapidity than the advance of the flames or the flight of the refugees comes the formation of relief forces, first within the ill-fated city itself and then, as the news of the calamity spreads and seizes on the imagination and sympathy of the public, in other cities and towns and states. Not a few impromptu local committees, each rallied around some forceful man or woman and each working independently of the others, enter the field and essay such relief activities as seem to them of most importance. No doubt in the very first days following disaster; these little bands render substantial help in meeting the great press of obvious and immediate needs, but their period of real usefulness is short-lived, and by continuing to maintain a separate existence after it has passed, as usually happens, they seriously hamper the execution of more comprehensive relief measures.

The imperative first step in the organization of the relief forces which must be taken by the fire-stricken community is the appointment of a provisional central relief committee. The membership of this committee should include citizens is such commanding prominence as to assure the entire consists of such commanding prominence as to assure the entire consists.

dence of the community. It is of primary importance that men and women of broad experience in philaultropic and civic work should have a place on it, since they more than any other group in the community know the helpful resources of the city and how to invoke then in behalf of those in distress. The prompt appointment of a central committee and the immediate announcement of its creation by official proclamation of the chief municipal officer, establishes confidence through the assurance it gives that relief plans are under way and in the hands of responsible persons. It also operates as a deterent of the tendency to multiply relief committees and provides an official medium for the collection and disbursement of relief funds and supplies.

The provisional nature of the committee should be clearly understood, since freedom to form a more permanent organization after the relief problems created by the calamity have been gauged and the persons most capable of forming and executing the policies of rehabilitation have been discovered, is an indispensable element of effective administration. Moreover, the way is left open to place on the permanent committee representatives of outside forces such as the commonwealth, committees appointed by other municipalities and trade bodies, officers and special agents of the American Red Cross, and individuals from other parts of the country who have had wide experience in disaster relief. The experience of San Francisco, Chelsea and Salem, Mass., bears uniform testimony to the fact that the individuals and agencies who join hands with the community from without have given aid in the formation of local policies and have brought vision and constructive ability to the work of relief and rehabilitation.

It is inadvisable to attempt at the outset an elaborate and detailed relief organization. In San Francisco, where this was done, the administration of relief was handicapped and retarded. The completion of organization should await determination of the extent and nature of the problems to be solved and the forces which can be applied to their solution. This does not mean that the central committee should not act with the utmost promptitude and decision—for prompt and decisive action is the key to the control of the situation. It does mean, however, that the committee should, at the beginning of relief operations, confine itself to the execution of tasks of immediate importance.

Among the first duties of the committee are to see that the military are called out, to keep order, and to be responsible for feeding and sheltering refugees. In San Francisco the United States army, and in Chelsea and Salem the National Guard, rendered extensive and efficient service. While the United States army and the state militia are not relief agencies, they nevertheless possess discipline and organization and command of supplies which enable them to feed and shelter large bodies of refugees more promptly and adequately than could be done if the task depended upon the formation of a special relief body. The city should be placed under martial law. The military officer in command should be made a member of the central committee and power to seize needed supplies should be vested in the committee; saloons should be closed, the sale of liquor strictly prohibited, and looting severely penalized.

Food and shelter are the necessities which must first be provided. Many of the fugitives will find temporary shelter for themselves with relatives or friends, or will be taken into the homes of strangers. In Chelsen, the night after the fire, relief workers were struck with the sudden disappearance of a large proportion of the refugees, and in San Francisco

there was an immediate and extensive exodus of refugees to suburban points. But large numbers, and where the stricken city is inaccessible to other communities the vast majority, will depend upon the relief forces for the provision of food and shelter. Many of the fugitives will take refuge in churches, schools, and other public buildings, as well as in parks, public squares, and vacant lots. These people must be marshalled and colonized in refugee camps, at first in tents and later in frame barracks or inexpensive small cottages. Administration of these camps should be delegated to the military.

Wholesale feeding of the refugees will be at first inevitable, and it, too, should be undertaken under the direction of the military. If the food supplies given prove inadequate, supplies should be confiscated. It may also be necessary to commandeer trucks for their carriage. None so well as the anny can handle at the outset the tremendous task of organizing the unloading, storing, local transportation, and distribution of relief supplies, but later the work can be continued by civilians as one of the administrative branches of the central committee.

Moreover at the earliest possible moment, as has already been noted, wholesale distribution of food from relief stations should be supplanted by orders for groceries, as well as clothing and other necessaries, on the relief stores, and as soon as possible on local merchants. In San Francisco a food card was issued to each family. The card bore the name of the authorized recipient, the name of the station at which it was to be presented, and the date of issue and expiration. Each card was good for ten days, and when rations were drawn, the margin of the card which bore the numerals from 1 to 31 was punched to indicate the date. One or more social workers should be assigned to each relief station for the purpose of interviewing and advising all applicants and recording essential information regarding them. Through these means food distribution can be systematized, supplies conserved, repeaters eliminated, rations adjusted to the size of families and to special dietary requirements, food charged for or discontinued when families recover a measure of independence, and the ground prepared for the more careful consideration and individualized treatment of need which characterize the rehabilitation period.

The distribution of clothing, blankets, bedding, cooking utensils, etc., has been at the outset, like the distribution of food, wholesale and indiscriminate. Within a very short time, however, it should be possible to introduce a system of requisitions on the central relief warehouse.

Transportation is the fourth major task of emergency relief. It has been said already that a large number of refugees flee the city, even before the conflagration is over. There are many, however, who are held there by lack of means but who wish to go to relatives or friends elsewhere, or to communities where they believe opportunities of employment await them. A bureau of transportation should be created. for which an operating official of a railroad would perhaps make a satisfactory executive. There should be associated with him, however, a social worker, for the reason that the problem of transportation is one not merely of securing reduced rates and of seeing that people are assisted through the details of schedules, tickets, etc., but primarily of determining whether the welfare of the applicant will be advanced by sending him to the desired destination and of making sure that he will not there become a public charge.

Among the tasks of emergency relief, that of safeguarding health is of vast importance. Army medical officers and Red Cross nurses will provide adequate sanitary supervision and medical care in the official refugee camps. Special sanitary regulations should be prepared and extensively circulated. Civil health officers should be made responsible for the most intensive sanitary inspection and rigid enforcement of these regulations outside the camps. These measures bear such an intimate relation to the protection of health that a community cannot afford to leave the task in the hands of political job-holders. It is advisable for the central committee to detail to each relief station a physician or group of physicians whose services shall be available for medical examination and treatment of the sick. Nurses ought to be assigned to the districts, where they can render important service in the conservation of health by reporting all cases of suspected infectious disease and by interpreting the sanitary regulations.

The establishment of an employment bureau to facilitate the placement in other industries of those whose regular employment has been indefinitely suspended by the fire is a necessary part of relief administration. During the emergency period, it may be advisable for the executive committee to grant the employment bureau a sum to be disbursed as wages to those men and women for whom it seems wise to provide temporary work instead of relief. The work should be necessary and in the public interest, but of a kind that can not be undertaken under municipal auspices and is not properly a charge against a private corporation or individual. A danger to be guarded against is the tendency of such employment to delay the return of men to permanent jobs.

The period of emergency relief must be regarded as having terminated when temporary shelter has been provided for the homeless in army tent camps, barracks, and other available places, when the distribution of food and clothing has been extended to cover all current needs, health having been safeguarded meanwhile by rigid enforcement of sanitary regulations, inspection, prompt isolation of those suffering from infectious disease, and an impromptu medical and nursing organization, and when transportation to other communities has been arranged for those who appear likely to provide for themselves more quickly and completely by removal from the stricken community.

At this point, relief administration passes to the tasks of rehabilitation. There is alwayd danger that the emergency status may be continued longer than necessary and consequently that the starting or rehabilitation may be unduly delayed. Such delay involves extensive waste of funds, prolongs the discomforts and privations of refugees, and retards the return of the community to normal life. These grave evils can be avoided only by instituting early in the emergency period a study of the rehabilitation problem and the formulation of definite plans. It is especially important that the relief committee associate with it for this purpose representatives of the American Red Cross and others who have had experience in rehabilitation work in other large disasters.

The object of rehabilitation relief is to assist families on recover from the dislocation induced by disaster and to regain their accustomed social and economic status. Emergency aid takes into account only present needs, rehabilitation looks to future welfare and aims not to restore losses but to open opportunities. The relation of the recipient to the giver of emergency aid is one of passive acceptance, but in rehabilitation relief the relationship must be one of active and intelligent cooperation. Neither those who are incapable of self-help nor those who possess the resources or enterprise to recover from misfortune without assistance are proper candidates for rehabilitation relief.

The more lasting distress caused by city-wide fires arises

from the destruction of houses and household goods and the suspension of business, employment and wages. Therefore the tasks of rehabilitation lie in the direction of stimulating the return of workers to employment as rapidly as business recovery opens industrial opportunities (curtailing and discontinuing relief at the earliest practicable moment bears a vital relation to restoring normal business conditions); of assisting artisans and small proprietors to resume self-support, by grants and loans for tools or business equipment; and of promoting the rebuilding and refurnishing of homes.

Accurate information regarding the present and previous income of each family, its physical conditions, previous occupation, amount of losses, resources in savings, insurance, real property, ability and inclination of relatives to help, and its own plan for the future, is the essential basis for determining whether rehabilitation grants should be made and in what amount and for what purpose. If experienced social workers are in charge of district relief offices, much of this information can and should be recorded through interviews with members of families who apply at these stations during the emergency relief period. But interviews with members of families should be supplemented whenever possible through reference calls by social workers upon those who can throw further light upon the family situation-not because of mistrust of the family's own statement, but because experience has shown that full data from varied sources enhance the helpfulness of relief. San Francisco demonstrated that even in disasters affecting scores of thousands, it is possible to make investigations which will include at least one source of information besides the family itself and that the effectiveness of aid varies directly with the thoroughness of investigation.

The nature and extent of the rehabilitation problem can be gauged in part from the records made in the district stations during the emergency period. And since it is assumed that a persistent effort will be made to reduce the volume of applications at relief stations at the earliest possible moment, the inclusiveness of registration will be determined by the promptness with which it was instituted. But not all who will need rehabilitation assistance will have applied for emergency aid. It may therefore be necessary to adopt some means of reaching those in the refugee camps who have not been registered, to determine whether they are able, unassisted, to re-establish themselves. One way of accomplishing this would be to undertake a general census of unregistered refugees. It should be recognized, however, that this may result in artificially stimulating applications for relief.

When the size and nature of the reconstruction work and the sum available for this purpose have been determined, or at least approximated, the relief committee should prepare a rehabilitation budget, estimating the sum required for each branch of work, and on the basis of appropriations authorized by the executive committee, should adopt tentatively a schedule of grants to be made to refugees for housing, business, and other rehabilitation purposes. It should also determine which activities are of most vital importance in restoring families to normal channels of life, and press first for the accomplishment of these. While grants ought, so far as possible, to be adjusted to the requirements of individual families, for the purpose of starting them toward self-support by meeting just that part of the burden they are unable to carry alone, nevertheless tentative limitation of grants is warranted as an expedient for avoiding liberal aid for the early comers at the expense of later but equally needy applicants, wherever an unknown volume of later applications is anticipated or the ultimate size of the relief fund is uncertain. It is advisable to require each candidate for rehabilitation to form his own plans for the future and to indicate definitely what use he proposes to make of the grant in carrying out this plan. Naturally before making a grant, the relief committee will satisfied by an agent's investigation and its own deliberations that the plan is feasible. A follow-up study of the rehabilitation grants made after the San Francisco fire led to the conclusion that in many of the instances where recipients of grants had not succeeded in becoming self-supporting, the failure might have been averted had the grants been reinfurced by wise personal counsel and guidance for a few weeks or months.

A most urgent and costly phase of reconstruction is that of withdrawing the refugees from the official camps and other places of temporary shelter and re-establishing them in permanent dwellings. In San Francisco it was found that the refugee population fell into four classes, and that it was necessary to make different provision for the rehousing of each class. There were (1) those who had previously been self-sustaining and property owners; (2) those who, while not owning property, had been self-supporting and who possessed initiative; (3) the non-property owners who evinced little stability or enterprise or capability of making effective use of financial aid for the erection of a permanent home; (4) the chronic dependents.

The method employed in assisting the first class was by offering to pay those who were otherwise unable to rebuild 33 1-3 per cent of the cost of a dwelling, provided the grant did not exceed \$500 and the house was built on their own property within the burned district. The procedure was for the applicant to submit his plan for approval and if approved, upon completion of the house according to specifications, the money was paid over.

The second class was helped by what was known as "the grant and loan plan."

The housing committee, assuming that theirs was in the highest sense rehabilitation work, perfected a thorough system of investigaion of all applicants. It defined its purpose to be: families in need of proper shelter to obtain a home suitable to their wants and in proportion to their earnings." In placing the grants and loans, its theory was to give aid so as to stimulate the recipient to use it for the distinct benefit of his family. In a case where a family had heavy burdens and a limited income, money was granted outright. When there was reason to believe that a recipient could repay a part of the large amount needed, a grant was frequently supplemented by a loan. . In some cases the applicant deposited part of the cost of the house to be built, which was supple mented by a grant or loan. In other cases, the applicant being unable to make a deposit, the committee bore the entire first cost of the house. Many were aided who had no real estate before April, 1906, but purchased or leased a lot in order to build. The loans ranged from \$37 to \$595, as the committee found it wise to plan so that the amounts given or loaned should be such as would meet the actual needs revealed by a careful investigation. A reliable bank was enlisted to see that the loans were properly executed, mortgages recorded, and monthly instalments collected [San Franciscn Relief Survey, page 254. New York, Russell Sage Foundation Publication, Survey Associates, 1913.]

The grant and loan policy had the beneficial effect of stimulating a large number to purchase lots and erect homes of their own who otherwise would scarcely have been likely to do so.

Class 3, by far the greatest in numbers, was less capable of self-help than either of the preceding classes and was appropriately enough the first to receive housing help. Within eleven months of the fire, 19 tenements with a capacity of 650 persons, 4,000 three-room and 1,500 two-room cottages, had been built by the committee at a cost of approximately \$55

per room. A large number of the cottages had served for temporary shelter of the refugees, supplanting tents at the approach of the rainy season. Ultimately, over 5,000 of these cottages became permanent homes, for the most part, of class 3 families, under an agreement whereby the occupant was to pay for his cottage in monthly instalments of approximately six dollars for a three-room and four dollars for a two-room cottage. The amounts paid in instalments were later refunded to those who purchased lots to which they removed their little homes.

Naturally among the first to be differentiated from the general mass of retigees had been the homeless and friendless raged and infirm and other dependents of the fourth class. The city almshusse being overcrowded, when they were removed from the special tent colony where they were first sheltered they were placed in temporary barracks until finally transferred to a permanent home for the aged and infirm which was creted by the relief committee.

Manifestly it is neither necessary nor possible for the reliet committee to undertake business rehabilitatina among the class of large or prosperous moderate sized proprietors. It is to be presumed that these groups possess resources which will make self-recovery possible. In business rehabilitation the proper field of the committee is among those who previously had been self-employing in a small way of business as keepers of shops, stands, eating places, or lodging houses, as vendors, etc., who had sustained total or seriously crippling loss of equipment through the fire, and who had no other way of supporting their families. At San Francisco the rehabilitation committee formulated the following policy:

The committee is not disposed to set people up in business in which they have not previously been engaged, although it is possible some exceptions will have to be made.
 Estimates of amount necessary to start a business must be cut to

2. Estimates or amount necessary to start a business must be cut to the lowest practical figure.

3. References and other evidence should be required that applicant

is capable and that request is reasonable.

The general aim of (the) committee ... was to supply the right sort of man with money chought to pay one monils' sent, to buy the necessary fixtures, and to cover a deposit on stock or on machinery or instruments. The applicant ment into debt for the rest of his time to the stock of the stock of the stock of the stock of the the profits of the listeness. So he Transcess Relief's Survey, pages 173 and 173.]

The committee made over 1200 grants, ranging in amount from \$50 to \$500.

A bureau of special relief, which should be established before the emergency period is ended, has been found to be an indispensible part of organization for rehabilitation work. It is the function of this bureau to meet the many and otten urgeru teeds which fall outside the scope of housing and business rehabilitation. After the food distribution from district stations has been discontinued, the bureau of special relief assumes responsibility for providing material aid to those who continue to be in need. The relief is provided by issuing orders on local merchants.

Following city-wide fires, it is necessary to district the city for relief purposes. An office and a staff of social workermust be maintained in each district, under the executive direction of a supervisor and the general oversight of the commitee on relief and rehabilitation. In each district three should be a cunsultation committee composed preferably of those who, previous to the disaster, were active in the social work of the neighborhood. The function of these district advisory bodies is to consider unusual and difficult family problems and to make constructive suggestions respecting treatment.

# China's Social Challenge<sup>1</sup>

#### Social Institutions Old and III. New

By J. S. Burgess
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RGANIZED social endeavor for the poor is no new fad in China. One who reads Chinese may find in the long encyclopedic series of books on the metropolitan province of Chihli, compiled by Li Hung Chang, two volumes on the History of Philanthropic Work and Famine Relief. This describes over 2,000 years of social work. The doctor's thesis of Y. Y. Tsu on The Spirit of Chinese Philanthropy, published in the Columbia University series, tells of a people who, in every generation, have given their money generously to relieve human suffering.

There have long been village cooperative societies to feed and clothe the poor. In many Chinese cities there are orphanages and poorhouses supported by local boards of trade, each merchant being assessed for their upkeep. The provincial governments have their institutions supported by taxes.

Yet in spite of a great volume of philanthropic work, the tact remains that poverty and distress in China are far more acute than in western nations in normal times. This is due both to the terrible economic pressure on the people and to the lack of knowledge of relief methods. While conditions in the lowest slums of our great industrial cities are, in some ways, more unsanitary and perhaps equally filthy, poverty and destitution in the Flowery Kingdom are far more general and more commonly seen.

It is impossible to go down the streets of the large cities without being accosted by repulsively filthy beggars, who sometimes display great sores and distorted limbs. Certain whole classes of working men are, moreover, in a state of practical industrial slavery. It has been estimated by one who knew China well that probably one-half of her population lacks adequate daily food. Four times in my six years of China, I saw men actually dying of hunger on the public streets of the capital. Even leaving out of consideration the vast areas of constantly occurring famine, conditions in other parts are far worse than in prosperous Peking. Edward A. Ross's chapter on The Struggle for Existence in his remarkable book. The Changing Chinese, has vividly depicted this terrible fight for existence on the part of millions of people.

In considering the organized agencies for relief in such a city as Peking, the investigator is confronted with two sets of institutions: those that represent age-long effort to help the poor, and those that directly or indirectly have been affected by the call of a new era.

In one government poorhouse of the former type, off a great court, were three low one-story buildings. In this were men and boys of the very poorest beggar type. They were practically prisoners, never being allowed to leave their stifling rooms for the street. Men and boys were herded together, lying on the "kang," or long bed, which is in reality a raised brick floor occupying two-thirds of the room. The keepers





CONVICT IN SHACKLES LOOKING THROUGH THE PEEP-HOLE IN THE DOOR OF AN OLD-FASHIONED CHINESE PRISON

were of the lowest type. Coffins, which in old China were objects honored and not to be avoided, were piled up in the courtvard ready for the next victim of disease and undernourishment.

One of the modern Chinese college boys who visited this institution with us said that he had no conception that any such places existed in China. The Chinese scholar and official knows no more how the other half lives than does the average man of similar classes in America.

In another institution of the old type were 400 men and women, divided, of course, in separate courts. The 200 men and boys were together in groups of 30 or more in large bare rooms. They were given no work to do and had no choice but to sit month in and month out on the long "kangs." Such conditions inevitably produce sodomy and vice. I was told. although I could not verify it, that the younger women were sold into lives of prostitution by the police guards who are in charge of the discipline of the institution. These inmates were from the beggar and dependent classes and had been herded in from the streets by the police. Undoubtedly some of these ancient institutions are better run, but we did not find any such in Peking.

A striking contrast to these old poorhouses is the Private and Public Industrial Poorhouse for Boys, situated in the west Tartar city in Peking. It is financed partly by government funds and partly by the contributions of merchants, 1 have often rambled through its spacious wooded grounds and walked across its large, well-equipped athletic field, through its well-lighted and airy schoolrooms and its industrial shops.



CHINESE POORHOUSE

Dependents and beggars who are herded in off the streets
by the police are kept here practically as prisoners. They
have poor food and no work to do



Five hundred books a day are drawn out from the total of only 5,000 volumes on the shelves of this, the only public library in the city of Peking



PRISON INTERIOR

About seventy men are crowded into this one room. The only movement allowed them is to go out into an adjoining court-yard about the size of the room

The superintendent of this institution was trained in Japan, where he learned the minute details of administration and discipline so scrupulously followed in public institutions in that oriental Germany. Its carefully detailed regulations, which I have before me, show that three kinds of boys are admitted: poor boys, 8 to 15 years old; blind and crippled boys; diseased boys. The lessons are of two kinds: 1. General education, including language and literature; ethics, including filial piety, faithfulness, modesty, loyalty to friends, and honor; simple mathematics; simple painting; drill and singing. 2. Industrial work.

The daily-schedule is carefully worked out, with exact hours for rising, meals and retiring. Arithmetic and pennan-ship are given one hour a day, military drill and singing take another hour, while industrial work occupies four and one-half to five hours daily. The trades taught, as I remember them, were hat-making, cloth-weaving, belt-making, timstithing, laundering, carpentry, printing and soap-making. There are carefully trained instructors and good equipment in each department.

In one corner of the large grounds is a modern infirmary where a physician, trained in western medicine, holds his daily clinic for those of the 400 boys who are in need of his services.

Adverse criticism of this great institution, now ten years old, is not on the efficiency of its practical management, but on its mechanical way of dealing with the boys. The manager is extremely concerned over the fact that he found it very hard to change the character and ideals of its students; he said that the beggar's inheritance is very difficult to eradicate. Some of his best students, when released, went back to the old way of living, neglecting the trades which had carefully been raught them.

In the same city is a small and far less pretentious institution, the Peking Orphanage, with 50 small boys and 50 girls. This is under the direction of a dozen young Chinese officials and business men, for the most part American college, graduates. V. K. W. Koo, the Chinese minister to the United States, was, up to the time he received his present appointment, president of the orphanage. This institution, in the perfection of its detailed administration, is equal to the one described above, and has also the great asset of the kindly and homelike atmosphere created by the matron, Mrs. Feng, a woman of noble Christian character, who has given her life to this great work without material compensation. She is the sister of the late General L. Chang, the leader of the popular anti-opium movement of China. General Chang was the moving spirit among the directors of the orphanage during his life. Not only is sewing and domestic science taught the girls, and weaving the boys, but the spirit of love and service characterizes all the relationships of this large family of one hundred children.

I have at present no way of knowing whether or not the ancient philanthropic movement dealt with the alleviation of the dense ignorance of the great mass of China's people as well as their physical needs. From olden days there has been a real democracy of elucation, running parallel to an aristocracy of learning. This paradox is understood when one realizes that anybody who had leisure to learn could take the examination for classical degrees and, if successful, might become an official of the highest rank. In spite of this democracy of origin, however, those of the scholar class, when once they have attained their place of prominence, constitute a real aristocracy.

In the Chinese mind, virtue and worth were very closely related to perfection of scholarship. Practical interest in the



THE PEKING ORPHANAGE-A MODEL INSTITUTION

Conducted by a group of young officials, most of whom are graduates of American universities. V. K. Wellington Koo, the Chinese minister to the United States, was president of the orphanage up to the time of his leaving China. Fifty boys and fifty gift, most of whome waver reseased from the Hankows fire during the first revolution, are trained in industrial classes and are given a good home. The matron of the orphanage, Mrs. Feng (at the left of the back row in the picture), is the sister of General L. Chang, the great anti-optim reformer.

intellectual welfare of the great mass of those who, for economic reasons, lacked time for an expensive education, was not a marked characteristic of the old China.

In the new China, however, there is a radical change of emphasis. The aim of the government is clearly towards universal education and extension of the already numerous modern primary schools, so that all the children of China shall have the chance to possess at least the elements of western knowledge.

The Chinese government has, of course, realized that this ideal cannot be immediately put into practice and that something must be done at once to reach the great mass of the totally uneducated citizens, who have not had the opportunity to study the new ways of western learning. To meet this emergency, some years ago in Peking, and in many other large cities, the board of education founded a series of free public Hsuan Chiang So, or lecture halls. In Peking there are eight. The lecturers are selected from those who have had at least a primary school education. They are put through a six months' course in the elements of western thought, studying such subjects as geography, the principles of democracy, public hygiene and modern history.

Some of these lecture halls are well equipped with maps,

globes, a small modern library, desks, benches, blackboards and small exhibitions. The lectures, however, are frequently of a very diluted and unserviceable character. I chanced into one of these halls on a Saturday afternoon and took my place among the large group of jinrikisha coolies, peddlers and street loafers. The subject of the address was ancient events in the reign of an emperor who lived 3,000 years ago. The thin veneer of western learning was soon forgotten by the old-style scholar when he began his public discourse.

These halls, however, might be used to great advantage by trained groups of intelligent citizens including college students. Moreover, the thousands of school buildings throughout China, now used only in the mornings and early afternoons, are as capable of being made into community centers as are the schoolhouses of America. In fact, the pressing needs of the vastly ignorant populace of China constitute a challenge for this sort of work even greater than the similar challenge in the United States.

One need only walk through a Chinese public bazar and see hanging in rows the dried snake-skins that are to be ground up into powder and used for medicine, and inspect the needles of the old Chinese medical practitioners, to realize that there has been little of any "medical science" in China.



MODERN INDUSTRIAL HOME FOR BOYS

This government institution not only provides a good home, but teaches trades to four hundred dependent boys. The head of it was trained in the philanthropic institutions of Japan and all its teachers have had modern training. The sanitation and health are of the best. An athletic instructor has charge of the modern playgound shown in by feture

That by process of trial and error, however, some good remedies have been discovered and are being constantly applied, there can be no doubt.

The methods of public relief for the sick and mainted among the poor have been as haphazard as the medical practice. Only in recent years has there been any considerable organized effort by the government or by private citizens either to relieve those who were sick or to remove the causes of disease.

#### Medicine Old and New

Writ the coming of the new age in China a whole crop of new medical institutions has sprung up. In Peking there are many of them. The North City Government Hospital was founded in 1907. It employs, for its ward of twenty beds and its free dispensary, five doctors trained in western medicine, largely graduates of Japanese universities, and four experts in the old Chinese medical practice. Each patient may choose between western treatment and the old Chinese remedies. Our guide told us that out of every five hundred patients about one hundred would choose the old way, and that the proportion using the western medicine was gradually increasing.

It is to be confessed that the rusty surgical instruments in the operating room and the general deserted look of the institution made it hard for us to believe either in the efficiency of the doctors or in the story told us by the attendants of the five or six hundred patients coming each day for treatment. We were told that this institution cost three thousand dollars, Chinese currency, a month to run.

To a similar government hospital in the southern city of the capital there is attached a medical college which has twenty students. Of the seven professors, six received their training in Japan and one in Europe. There are also a number of small private dispensaries in Peking. Some years ago a group of old-school Chinese doctors clubbed together and founded what is known as the An Hui private dispensary (An Hui Sus Yuan). These doctors treat patients every morning, giving advice free, but selling the medicines prescribed.

A most interesting private medical college and dispensary, called the Chinese and Western Helpful Philanthropic Association (Chung Hsi Chiu Chi Tsu Shan Hui), was founded by four old-style Chinese doctors some eight years ago. In the day-time they treat patients in the public dispensary, and at night they lecture to fifty students who are attached to the institution. These students, who learn medicine by observation during the day and in the classes at night, pay two dollars, Chinese currency, per month. Each patient pays six coppers (about two American cents) for treatment. Some western medicines are used, but principally the old Chinese remedies.

This paper does not deal with the large amount of medical work in Peking already done with such efficiency by foreign missionaries and others. The Union Medical College, founded by the London Mission, and the French and German Hospitals have made a demonstration of what can be done by well-organized medical institutions. The founding of the Rockeeller Hospital in Peking will mean a new era in the work of missions and of foreigners generally in China and by its reflex influence in the native medical institutions. The Chinese, as we shall see in the case of prisons, when once they decide to adopt in a thorough-going way the western methods, will themselves found a thousand well-run institutions for every one which the foreigners start.

The changed social customs relating to women are among the most striking evidences of transition in China. During the years just after the revolution there were especial evidences of change. For the first time in history, women were seen addressing the people on the streets and in lecture halls. The famous Shanghai "dare-to-die" group of young women, banded together to do their part in over-throwing the hated Manchurule, women bounb-throwers and the leaders of the woman suffrage mowement were among the most ardent of the revolutionists. In the new education in China the little girls have their place in the primary grades, and many high schools for women have been established. In Peking there is a well-conducted normal high school for women and even a special women's law collects.

This rapid change of social status is not without its dangers. In the large cities thousands of young girls live—in-colege and school dormitories—away from home, a condition never before existing in China. A new world is opening out to them. A Peking Chinese daily newspaper, in an editorial on the dangers of the sudden change, told this story: An old scholar, dressed in the conventional flowing silk robes and wearing his large tortoise-shell glasses, was walking on top of the Peking city wall, a great mass of brick fifty feet high and fifty across. He chanced to meet a college student walking arm in arm with one of the modern young college women. The old scholar made straight for the couple and knocked the young man down. He then explained to the much disheveled youth and to the crowd that had gathered:

"I am taking this unusual method to protest against the breakdown of ancient and sacred customs which this couple, walking arm in arm in this public place, represent. In the old days, when men followed the teachings of the sages, such shamelessness as this—man and maid arm in arm in public would not have been tolerated for a minute. Right in this sort of action is the cause of the present terrible weakness of our land."

The transition from the iron hold of ancient customs to modern free relationships is fraught with remarkable opportunity for progress and with very evident dangers to social morality and the whole basis of family life.

There have perhaps been no more moral men and women in the world than the Chinese. As in other lands, however, the double standard held sway. Married women were protected on every hand. Loyalty to the marriage relationship was and still is universal on the woman's side, and is still perhaps superior on the husband's side to the prevailing standards of Europe and America. As in other oriental lands, however, the sugregated district is tolerated and, in the case of Japan and China, a licensed institution.

#### Freedom and License

Since the revolution the number of men who frequent the great red light district in Peking has, I am told by a high authority in the police department, increased by 100 per cent. The increase has come largely from among the official and student classes. The new freedom, as was the case in America and France after their revolutions, ushers in not only better and more progressive institutions, but a temporary era of license. The influence of western novels and example is no small factor in causing this increased evil, Moreover, the enthusiasm and energy generated by the new life of the republic has almost no wholesome recreational forms in which to express itself. The amusement centers of China's great cities are too frequently closely connected with and located in the red light districts. So far as I know, no careful study of this increasing problem of vice and of its relationship to lack of wholesome recreation has been made.

In Peking a hopeful feature in this situation is that the government itself has taken measures to relieve the worst conditions in the red-light district. The police department has founded a "door-of-hope" (Chi Liang So.), a well-run industrial home for girls. Any immate of a brothel who has been cruelly treated may apply to the police board to be admitted to this institution, and the police frequently rescue girls from the worst houses and put them here. "Unfortunately," the police official told me, "the place is too small. Instead of on hundred, we have need of a home for several hundred." A careful inspection of this place showed an apparently well run and clean industrial home. Weaving, sewing and other handiwork are taught.

On the street outside the Chi Liang So was a large board on which were the photographs of the older girls. Anyone who could prove his ability to support one of these girls, selected from the photographs, might take her as his wife or as secondary wife (legal concluine). While this latter aspect of the "door of hope" shows distinctly its limitations, still an institution which does no more than promote from prostitute to secondary wife is of real value. Furthermore, I was told that the young women are free to refuse the proffered hand of the suitor.

Our prison reformers in America think that they have found the worst conditions on the globe, but they would have been surprised a few months ago if they could have gone with the writer and a foreign friend to one of the prisons of China's capital. It was a rainy day, and our 'rikisha coolies pulled us slowly up Hatamen street and off into a narrow alley. We came presently to a great wooden gate and were challenged by two guards in blue uniform. We had our permits and were ushered in through two wide courts to the inner court, at the north end of which was a high stone platform with a large red table upon it. On the steps beneath the platform a large number of men, women and children were extend.

Here behind the table was the prefect's seat, and there justice or injustice had been dealt out to the citizens of the north district of Peking for generations. On one side of the table was a little vase, containing a few strips of wood, about six inches in length. These, we were told, were given to the famous yamen runners, when they were sent to fetch a prisoner, or to give an order from the judge. We passed behind the judgment seat and were met by no less a person than the district judge himself. He politely invited us to enter his private apartments and expressed great surprise that we had come in the rain, something which few Chinese gentlemen would have done. He was still further surprised when we unsisted upon seeing the prison adjoining the yamen, in spite of the rain,

#### Prisons for Punishment

AFTER going through several courts, we came to a great iron door. It was opened by the judge's servant. Inside was a long, narrow court, ten by twenty feet. We saw no one as we entered, but were nearly overcome by the odor. On the left side, on closer observation, we discovered a dirty little room with a black, smoking stove, which was the kitchen for the prisoners. Two cooks, bare to the waist and with their feet chained together, were preparing the evening meal. The next room, we were told, was used by a few of the prisoners, whose offences were of a lighter kind, for industrial work. Four rule-weaving machines were being slowly run by chained prisoners.

On the other side of the court was a building occupied by a

large number of men seated on the wooden floor. We were told that they were seventy in number, and that each one must serve a term of from three years to the life sentence. I have never seen human beings who looked less like men than did these. Their ditry faces were absolutely expressionless; their hair had not been cut for many months. They were bare to the wast, and some of them wure handcuffs as well as chains on their feet. I did not stay long in the thick air of this foul prison, but asked my questions after we were out of the court-way. If our visit did no other good, our remarks at least helped in getting a hair-cut for all these prisoners, for when a few days afterwards I asked Gilbert King, of the Methodist Mission, to take the photographs which illustrate this article, he found that every prisoner had a close-clipped head.

#### Prisons for Reformation

IF I had been a "globe trotter," the first thing to do after such a visit would have been to generalize on the terrible condition of all Chinese prisons and to argue from this the utter hopelessness of the entire Chinese race. But it is fortunate that no such conclusion was reached, for within a few days a very different sort of a prison was discovered.

Driving in a carriage to the other end of the city, down past the walls of the great Temple of Agriculture, one comes to a high white-washed wall surrounding an area of fifteen to twenty acres. On alighting from the carriage, one is welcomed by the polite prison guards. We were shown at once to the reception room of the chief warden, who was seated at a long table covered with an elaborate spread. Photographs of the prison were on the walls. The warden, after the few polite inquiries always customary in China, was willing to discuss the merits of the prison system of Europe or Japan with us.

At length we were ushered into the central prison rotunda, from which we could look down the five wings. Along the sides of these wings were the rows of cells. As we walked up and down, we saw outside each door neat little cards giving the name and the offence and the term of service of each occupant. We were told that the worst prisoners were put by themselves, and that the others were in rooms in groups of from two to seven prisoners. We went into several of the larger rooms. They were forty by thirty-five paces. Each cell was spotlessly clean and lighted by electricity. Each corridor had its own washroom, which was also a model of cleanliness. At the end of each of these long corridors are the larger rooms, where the industrial work was going on, Carpentry, weaving, iron and brass work, printing, lithography, bamboo and wicker work, tailoring, shoe-making and bookbinding were the trades taught. The rooms were well aired and well lighted.

We were next shown to the immense dining room, where a large proportion of the 500 prisoners could sit down to meals together. The warden went quite into detail about the menu, which was certainly most substantial and graded in amount according to the behavior of the prisoner. He next conducted us to the large bathroom, which each prisoner uses at least once a week; and to the dispensary, where we interviewed the Chinese doctor, trained in Japan, who reported intelligently on the health conditions of the prison.

We had not expected to find religious instruction as well as general education provided in a Chinese prison, but on the second story of the main building we were ushered into a large assembly room, with rows of seats elevated gradually to the rear after the fashion of a college chemistry lecture room. Each bench was surrounded on three sides by wooden partitions, so that the prisoner, when seated, could look only in one direction and that straight forward, over the head of the man in front of him.

On the wall which the prisoners faced were five paintings. The middle painting was of Confucius, in robes of blue. At his right were Buddha, in yellow, and Laotzu, in white. While at his left was Jesus, in a brown robe, and Mohammed, in green. The warden explained that these paintings had been made by one of the prisoners, at the warden's own request. Every Sunday there is a lecture on Confucianism lasting half an hour. Then the prisoners are left in silence. They are expected to gaze at the religious leader they may choose and to fix their thoughts on his teachings. The warden explained that he believed there is good in all religions and that each prisoner ought to get as much good as he can from the religious leader in whom he trusts.

On the same floor was a series of school rooms, where the usual subjects are taught to all inmates under eighteen years of age.

On our way out the warden showed us his system of registration. For each prisoner he had an index card, fingerprints, photograph, careful measurements of the head and various other minutine. As we went out of the last doorway, the warden said: "Just step into this room and I will show you the way China used to conduct her prisons." He produced three or four of the old, long execution knives and various instruments of torture reminiscent of the Spanish Inquisition. He spoke, of course, as if these were relics of the far past.

If we had been "globe trotters," now again would have been our time to generalize on the prisons of China, but unfortunately we had seen that other, old-style prison just three days before

Here, in the same city, we have two institutions, one of old China, similar to those which she has had for hundreds of years, and one which the late Charles R. Henderson, the great prison reformer, said was comparable to the best prisons of Europe. There seems to the Chinese mind little inconsistency in having these two so near together. In education, politics, religion and industry there are the same contrasts. But those who know the real China know that some day, not so far distant, the better types and those which are most profitable and beneficial to the Chinese people, will be the sole survivors.

The timely aid of a few well-trained American social workers may make this transformation more rapid and more

# Making the Bargain

Some Tendencies toward Collective Action in Non-Union Shops

By John A. Fitch

OF THE SURVEY STAFF

HIS stuff about the worker desiring to participate in management—it's all bunk and poppycock. He wants nothing so much as to be saved from responsibility. He hates responsibility. If he can get out of it, the average wage-earner won't even take a better job with more pay if it is going to upset his habits a little and make him think."

That is what a very successful manufacturer told me last summer. Of course it was collective bargaining that he was ralking about, although he insisted on calling it "participation in management." His point was that it is not only unnecessary but extremely foolish. Joint conferences with the employes to consider wages? Stuff and nonsense! The fixing of the wage is a problem of management. What has the wage-earner to do with that?

A few days afterward a man in the executive offices of a very large manufacturing corporation told me of a rather interesting incident. The men in one of the many departments of the huge factory drew up a petition asking for more pay. It had already been decided to raise their wages, but when the petition was presented to the superintendent he refused to receive it. He told the men that to circulate or receive petitions was contrary to the policy of the company, and that they would have to withdraw their names and come to him as individuals. Most of them, accordingly, withdrew their names. Some refused to do so and these were discharged.

The man who told me the story had nothing directly to do with the handling of men, but the situation interested him. How could the intrests of the company suffer by the circulation of petitions? He went to the general manager and asked him if such a procedure were really contrary to the policy of the company, and he was told that it was not!

This was obviously a factory in which there was no "participation in management." But it might be hard to show just how shop efficiency had been increased by this "kaiserization" of the plant. There was not even a well-understood policy unless it was the oft-quoted one of "putting the fear of God" into the working force.

Bargaining with the employes cannot be avoided. There is a contract, expressed or implied, between every employer and the men on his payroll, and the courts will enforce it. There must be, therefore, some sort of a meeting of minds, an agreement, or a bargain.

One method of making the bargain that is very common was described by the late Harrison G. Otto, owner of the Los Angeles Times, in testifying before the Industrial Relations Commission. "Free, independent, non-union, unfettered labor; asid General Otis, "is the true condition for the free-born, unenslaved American workman to live under. He has the right to be free under the constitution and the laws of his country—free to work where and when he will in his own trade or pursuit, when engaged to any employer of his choice, and at such wages as the two, standing face to face, may mu-

But in many cases the terms of the bargain between the employer and this free worker are arranged by one of the parties without consulting the other. It's small consolation to be "free" when that means that you have no voice in making your own contracts. The freedom under the constitution for the employes mentioned above to petition for redress of grievances was unquestionable. But they were not free to do it in the shop where they worked. They got a raise in wages by executive order, but not because they were free bargainers.

It's an old story-this of the shop where there is no talking back; where the bargain is not signed but posted on a bulletin board. Against such autocratic methods the unions have been fighting for years, in many cases with notable success. But now a new story is being written, and because it represents a change in thinking that is fundamental its importance greatly exceeds the tangible progress so far made. The new story is being written in those shops and factories where, however insignificant, there is a dawning recognition on the part of the management of the necessity of conference between the employer and the employes. In the last few years this idea has taken root in quarters where it could least have been anticipated, and it seems to be growing. Its expression ranges from occasional conferences for advisory purposes solely, where the situation is wholly controlled by the employer, to direct negotiation and bargaining, with power in the hands of the employes exceeding in many ways that of the workers in a union shop.

Richard A. Feiss, of the Clothcraft Shops in Cleveland—a remarkable shop in many ways—has always believed in individual bargaining, with final decisions made by the company officials. It is of more than ordinary significance, therefore, that within a year there has been organized in Mr. Feiss' factory an employes' "advisory council." Each division of the shop elects a representative to the council. Weekly meetings are held at which grievances or other matters of interest to the employes are discussed, and if any matter is considered of sufficient importance the opinion of the council is laid before the company officials. Thus the council "advises" the management, and the management then decides what to do.

This may not appear to be very different from the old method, after all. The testimony of a witness in one of the hearings before the United States Commission on Industrial Relations a few years ago seems in point. The witness was a most beligerent advocate of individual bargaining. The counsel for the commission asked how a man with a grievance could get a hearing, and the testimony ran as follows:

WITNESS: "He comes individually, he himself, or his associates; if there are a number of them they appoint a committee."

COUNSEL: "And when they appoint a committee, do you deal with the committee as such?"

WITNESS: Yes, we do."

COUNSEL: "When the committee brings a grievance up to you for adjustment who finally determines whether or not there is a grievance and what shall be done in the matter?"

WITNESS: "We discuss it, pro and con. If the men make out a fairly good case and have a real grievance, we try to redress it; we do redress it. If the men haven't a good case, we try to talk them off their feet; if they yield, as they do instead of striking, they go back to work. That is the end of it." COUNSEL: "Who decides as to whether they have a good case or whether they have no grievance at all?"

WITNESS: "Well, if we are sure they have not a good case, we decide it."

COUNSEL: "You decide it?"

WITNESS: "And we deny the application."

But there is, after all, an important difference between this sort of individual bargaining and the discussions between the management and the advisory council set up by Mr. Feiss. There is no collective bargaining at the Clothcraft Shops, it is true; and the advisory council is just what its name implies—decisions are made by the management. The important distinction lies in the fact that Mr. Feiss has recognized the necessity of getting advice from his employes as a whole. He could get it from individuals before. Now he has gone out of his way to encourage the formation of a representative body through whom the opinion of the whole body of employes can be transmitted to him.

#### House and Senate in a Factory

ANOTHER tendency in this direction is to be observed at the Prince-Biederman Company in Cleveland, manufacturers of cloaks and suits. Ther are a so-called House and Senate have been established. The rank and file of employes belong to the House. The Senate is made up of foremen. The whouses meet separately; bills have to be passed by both and then go up to the executive for approval or yeto.

This interesting device does not provide collective bargaining either. Some rather absurd claims have been made for it as a "democratic" organization. That, of course, is just what it is not. While the form of democracy may appear to exist on account of the analogy to the government of the United States, it should be noted that the Senate and the executive in this case both represent the employing interest. The Senate may deadlock the House, therefore, on any measure of real significance, but if it should be caught napping there is the executive veto—and there is no provision for passing a bill over the veto.

But this scheme, too, reflects the growing recognition of the justice of the employes having some voice concerning the conditions of their employment. There is perhaps better recognition of the same principle in the plant of the White Motor Company and the factories of the McIlwain Shoe Company. In both companies executive officers invite into the office, from time to time, different groups of employes for the discussion of the particular problems confronting them. In this way, a large proportion of the employes eventually come into direct contact with the responsible officers of the company.

The general manager of a large manufacturing company said to me recently: "Unquestionably there must be some machinery by means of which communication between the men and the boss may be facilitated. The question is, how are we going to get it? My idea is that the contact should be just as direct as possible. That's why I object to a union. It muddles the issue to deal with men not in our employ. I'll give you an example of how it can be done. We are working double shift, twelve hours on each shift. Some of the skilled men in one department wanted to change to three shifts. They notified the superintendent and he arranged to talk with them at the only time that it was possible for them to meet, Sunday morning. The superintendent told them he was willing to make the change but didn't know where he could find the extra men. He asked them if they did, and if so, would they get them. The men making the request hadn't thought of that. They considered it awhile and then agreed with the superintendent that it couldn't be done, at present. They told him that they would hold their proposal in abeyance pending a change in conditions.

"That's my idea," he concluded, "of the way things of that sort should be done. Through conference, the men were made to understand the question."

A considerable advance over these more or less vague beginnings is the plan in operation in the mines and plants of the Colorado Fuel and Iron Company. Here extensive machinery has been set up for negotiation between representatives of the employer and of the employes. The Rockefeller plan was described in detail in the SUREN of October 6. Its limtations were there pointed out. But it was also shown what a forward step the plan represents from the conditions prevailing before its institution.

#### Dickering Through an Employes' Council

A PLAN somewhat similar, but with machinery far less-elaborate, exists in a factory in the Middle West. An "employes' council," with one member for every fifty employes elected by popular vote, not only "advises" with the management, but bargains with them on all sorts of subjects, toucheding wages. Last winter, in a series of conferences, a new wage scale was agreed upon. The initiative was taken by the employes' council, which drew up a wage scale and submitted it to the firm. A passage in the letter from the executive committee of the firm acknowledging receipt of the proposed scale, indicates very clearly the triendly relationship that the plan seems to have developed between the employing interests and the employees. The passage reads!

The executive committee has received your communication of January 12, and, since that time, has spent many hours in content or over your wage recommendations appearing in that letter. The executive committee appreciates the opportunity of reviewing our recommendations, and also appreciates the conscientions effort made by the factory council in preparing these recommendations committee and the other employees of this factory cannot they to committee and the other employees of this factory cannot they unicrease the feeling of good will, which has always been so characteristic of this factory.

The executive committee welcomes the frank expression from the dother employee through their representatives on the factory council on any question involving this business. It will give any question submitted careful consideration and will reply to the employees and be equally as frank in rendering a decision, either for or against any recommendations made.

It is clear that these plans and methods of bargaining stop a long way short of treating the employe with full confidence. In every case the situation is really controlled by the employer. He is willing to accept advice from his employes; he is willing sometimes to go further and set up elaborate machinery through which the employes may register their opinion; he is even willing that negotiations should at times go far in the direction of collective bargaining, but usually he keeps the power of final decision in his own hands. In a situation where mutual confidence and good will is the thing most essential to satisfactory relationship, the attitude of the average employer, even the progressive ones whose methods have here been discussed, is usually one of distrust toward his own employes. Some power he can grant them, but not too much.

But there are employers who have confidence in the men and women on their payrolls. It may be that there are not many such; indeed the average employer can give you very convincing reasons why he should not have full confidence. But those employers who do believe in their employes enough to trust them with power, tell me that they have discovered a temarkable secret, which is, this: confidence breeds good faith.

There is a very interesting factory in Fort Wayne, Ind.

It isn't such a large factory, but there is a big idea under its roof. A. S. Bond, president of the Packard Piano Company, told me that about four years ago he had some labor trouble. Two hundred and sixty men were employed in the factory, and the difficulty grew eventually to a strike and lockout. After the trouble had been patched up, Mr. Bond realized that it would not have occurred if the men had had confidence in the management. He decided that in some way he had failed. The most important thing before him then was to win back the confidence of his men. Mr. Bond thought that in order to do this it would be necessary to call in the aid of some outsider, who did not have the handicap of having participated in a controversy with the men. An experienced industrial engineer was secured and the plan of having regular conferences with the whole working force was established. It was not difficult to meet two hundred and sixty men face to face.

For a while weekly meetings were held at which either the engineer or Mr. Bond spoke. The employes were encouraged to speak also, and to express their opinion. By this method a different spirit was slowly built up, and now whenever either side has any proposition to make to the other, a meeting is called and they talk it out.

At the beginning of the establishment of this method of dealing with the men, the factory was operated on the basis of the ten-hour day. Mr. Bond proposed to the men that hours be reduced to nine and that production be maintained at the old level. This was discussed and the men voted to give it a thirty-day trial. Being piece-workers, the matter was of importance from the standpoint of the pay envelope. At the end of thirty days they voted the plan a success. After this had been in effect a year, Mr. Bond proposed that they go to an eight-hour day or they sune basis. The men were somewhat skeptical about their ability to maintain full production on an eight-hour day. They voted to give this plan a sixty-instead of a thirty-day trial; again they succeeded, and the plant is now upon the eight-hour basis.

As time went on, various improvements were worked out; some by the management and some at the suggestion of the men. A plan for encouraging the men to work as economically as possible took the form of an offer to share with them any decrease in labor cost that might be effected. There is very careful cost accounting, and every month a dividend is every careful cost accounting, and every month a dividend is every careful cost accounting, and every month a dividend is every month of the previous year. This saving is divided equally between the men and the management. In two years, under this plan, hours have heen reduced from two hundred and sixty on one hundred and sixty, and the efficiency is so great—due to the shorter work day and the improved methods that the oroduction is the same as before

#### Where the Men Do the Firing

AT THE same time there has been a strong tendency toward contractic methods in the shop. The management, President Bond tells me, has now given up altogether the right to discharge men. Some time back, there were five men whose work was not up to standard and who, from various points of view, seemed to be undesirable employes. Instead of discharging them, a meeting of the employes was called and the president addressed them, stating that these men had not made good and asking for the advice of their fellow-employes as to what action should be taken. The matter was discussed for a time. One man seemed to express the opinion of the group when he told the president that while he agreed that the men

were not doing their work properly, he thought they ought to have another chance, and he moved that they be given two weeks in which to make good. This motion was adopted by unanimous vote. As a result, three of the men changed their tactics and became desirable employes and two quit voluntarily. Mr. Bond states that the right to discharge men has been permanently abandoned by the management. Any man, he declared, with whom the working force as a whole can stand it to work, the management ought to be able to tolerate.

The supreme example in this country of cooperation, good will and sharing of power is, and doubtless for a long time will continue to be, that of the store of the William Filene's Sons Company, in Boston. Here the right of discharge has not been given up, but an arbitration committee composed exclusively of the store have the right of review. Beside that the employes of the store have the right, by a two-thirds vote, to overrule any order, rule or decision that may have been issued by the management.

The organization through which the employes act is the Filene Cooperative Association, popularly known as the "F. C. A." Every employe becomes a member automatically as soon as he enters the employ of the store, and as such he immediately acquires a voice in its affairs equal to that of any other person in the store. The newest cash girl is a member and so is the president of the company. Each has one vote

To gauge its significance you need to understand the extent of the activities and powers of this organization. The executive body is the F. C. A. council, composed of twenty-three members elected by the membership—that is, by the employes. There are the customary officers and a salaried executive secretary. Under this organization social, athletic and educational activities of various sorts are carried on. There is a lunch room where meals are served at cost, and through the agency of the F. C. A. there is cooperative buying of all sorts of articles from coal to groceries.

The function of greatest interest and significance is, of course, the exercise of power over wages, hours and store rules generally. Any rule affecting discipline or working conditions can be amended or changed in any way by a two-thirds vote of the employees of the store in mass mereting. By a similar vote a new rule can be made. In either case the decision goes into effect a once. Similar action can be taken by a five-sixths vote of the F, C, A. council, and the rule thus adopted will go into effect at the end of the week, unless vetoed by one of the highest executive officers in the store or by a majority vote of the F, C, A. A veto by the management can be set aside by a two-thirds vote of the entire association in mass meeting.

There is an arbitration board composed of twelve members, who are elected by the F. C. A. in mass meeting, and a chairman who is appointed by the president of the F. C. A. This board, composed exclusively of employes, has full power of review over all cases of discipline in the store. It is not composed of superintendents or heads of departments. The last election resulted in a board the majority of which is composed of subordinate employes, such as salespeople and workers in the renair and service departments.

#### Powers Granted by the Directors

THE questions brought before the arbitration board relate generally to dismissals, changes in position or in wages, store rules, losses or breakages and differences between employes. In case of dismissal or change in pay a two-thirds majority of the board is necessary for a decision. In all other cases a majority vote is sufficient.

The support given by the directors to this plan and to the powers involved in it is clearly shown by a statement issued by the board. It expressed its approval of the following purposes of the Films Conservative Association.

- of the Filene Cooperative Association:

  1. To prevent the enforcement by the management of unjust rules affecting the discipline and working conditions of employes.
- 2. To prevent unjust discharges or removals of employes.
- 3. To inaugurate, when needed, new rules affecting the discipline, work or conditions of work of employes.
- To conduct the social and so-called welfare activities of the store without the dictation, but with the cooperation, of the management.
- 5. In general, to enable all of the employes of the corporation to have a sufficient voice in the store government and administration to make it just, considerate and effective, and to develop a healthy atmosphere of real service to customers and to each other.

There is further power in the hands of the workers through membership in the board of directors. Out of eleven members of the board of directors four are representatives of the employes. Each year the F. C. A. council nominates six candidates for membership in the directorate. Of these, four are elected by the seven capitalist directors, and they serve for a term of one year.

#### Filene Employes in Action

To MANY employers the placing of so much power in the hands of the employes would seem little short of madness. How long will it take, they might ask, to wreck a business conducted that way? Well, the Filene Cooperative Association with most of its present power lass been in existence since 1901, and since that time the business and the financial success of the store have constantly increased. In 1912, having outgrown its old quarters, a new eight-story building was erected and occupied.

When the details of this plan first came to my attention the thing that impressed me most was the arbitration board with final authority, on which was neither a representative of the management nor a neutral umpire. In controversies between the employes and the employers, the employes were to have the final and deciding voice. I was curious to know how the arbitration board discharged this responsibility.

The records of the board for a period of two years were placed at my disposal. I went over them carefully, paying especial attention to cases of appeal against dismissal. Here, it anywhere, it seemed to me, there would be opportunity for decisions made without regard to the interests of the store. I found thirty-nine such cases; twenty-seven of them were decided in favor of the store. Only twelve discharged employes were ordered reinstated. When I read the proceedings in each case, I was struck with the conscientious and scrupulous effort to be fair to the store. A number of cases which, on the face of the records, seemed to me to be unfair to the discharged employe, were decided in favor of the management. Only where the employe's case was unusually strong was a reinstatement ordered.

There is apparent, on the face of things, one drawback about the Filene plan, and that goes to the very heart of it. Power has been voluntarily given up by the management. It may then, at any time, be re-assumed. In general, it is only where the employes are so organized as not only to get power but to keep it that their interests are really safe. Collective bargaining needs to be on a firmer basis than the employer's good will. But that's another story.

# Four Months in France

## An Interpretation of the American Red Cross IV. The Sinews of War Relief

# By Paul U. Kellogg

Paris, October 15.

HERE remain those important administrative bureaus of the American Red Cross which make possible the whole system of military and civilian activities. In so far as they are the application of modern American business methods by a staff of specialists to the work in hand, they need no description,

In addition to its heavy routine transactions, the Bureau of Finance and Accounts has investigated numerous American societies in France, to determine their financial conditions and requirements, especially as affected by the commission of the Red Cross and by the raising of its great fund in America. The bureau will make regularly such examinations of all societies to which the Red Cross donates funds. The general requirements of organizations to which aid is granted are that their work must be on behalf of victims of the war and of a character appropriate to the purposes of the Red Cross; that they shall have responsible officers; that all funds shall be paid into the treasury and the treasurer shall pay out money according to a system approved by the governing board and requiring the approval of at least one other officer of the society; that proper books of accounts shall be kept; that duplication or overlapping of the work of other organizations be avoided; that records be maintained to show the character and amount of work done and dated case records be kept of individuals helped; and that the Red Cross shall be entitled at all times to examine and inspect the work, records and accounts

The Women's War Relief Corps, in line with its purpose to coordinate the activities of American women in France. maintains a registry for women workers and club rooms for employes and nurses on leave in Paris, makes Christmas kits for soldiers in the American army and generally cooperates with all the departments and hureaus of the American Red

The Bureau of Permits and Passes is manipulator of a never-ending process in which passports, identification cards, passes, photographs, must be shuttled through those intricacies which enmesh the war zone so that the staff may have free play in its work.

But perhaps the greatest poser of all fell to the office of the secretary general in installing a force of 300 people in 86 rooms, in the donated building overlooking the Place de la Concorde in the center of Paris, where the Red Cross has its headquarters. Your modern executive, without his flattop desks, push buttons and letter files, his stenographer and English-speaking telephone girl and all the impedimenta of business at its smoothest, is as out of his element as if walking abroad in his stocking feet. And here was a high-ceilinged club building (once a palace), with its crystal chandeliers and red carpets, its multiplicity of dining rooms and its lack of corridors, its abundance of everything but business conveniences; and here was Paris, short of office furnishings because of war and stripped of what remained of them by the American army. But the thing has been managed.

In September the bureaus of planning and engineering were brought together under a unified Bureau of Construction. They have turned baccarat rooms into offices, stables into warehouses, chateaux into sanatoria. Their commissions for the various departments have had to do with hospitals, demountable dispensaries, wooden barracks, coffee stands, rest stations, lunch wagons, infirmaries, canteens, demountable wooden hospitals, laundries, evacuation sheds and operating buildings at various points in France, together with warehouses and children's shelters in Belgium. Sixty contracts totalling 2,000,000 francs have been let and sites and buildings inspected for all branches of the work. The bureau is entering upon a schedule of construction of recreation huts at every base hospital of the American army. The architectural and building problem in the devastated district has been investigated, equipment gotten together and, as already noted, a beginning made for participation in the large work of reconstruction ahead.

In September also, transportation, purchase, insurance and stores were brought under a combined Bureau of Transportation and Supplies. The existing organizations in Paris were not, in personnel or equipment, prepared to handle the large work this bureau has undertaken, any more than a local railroad would be able to swing the job of a trunk line.

Nor in purchasing was the Red Cross so equipped until late in September, when seven of the most experienced purchasing agents available reached Paris to try their mettle. At the start, when the general lay of the ground was still a matter of guess-work, purchases had been made for each department as requisitioned, or goods stored for them individually. The business quickly outgrew this method. Items from all departments, entering into the elaborate budget for the six months beginning November 1, are being lumped and buying will be for a stores account. A purchasing committee of five has been organized so that items which will be needed can be forecast regularly in advance with the assistance of the persons who are dealing with the actual needs of the departments.

To show the variety of things which have been purchased in the first three months, these items may be noted: Two complete portable saw mills, planing mills and necessary shafting, two portable engines, four concrete mixers, four portable rock-mixers, two gasolene tractors, fifteen cystoscopes, one hundred chloroform masks, twenty-five microscopes, two hundred and fifty scarifiers, 5,000,000 rolls of absorbent cotton.

War conditions have made it difficult to buy in France. Three years of war have drained all Europe of reserves and of the conveniences of work. It lacks men; there is a shortage of rail transportation. The Red Cross has entered the field at the end of those three years, at a period of decreased production and of very much increased consumption due to the demands of the American army. If its purchasing agents want to buy three tons of coal for a garage they must get a permit from the French war department. If they want to buy beds in quantity they must get a permit allowing the French manufacturer to buy the material to make into beds. The American army has established a war purchasing board in Paris, and to avoid conflict the Red Cross makes its purchases only after consultation and also in cooperation with the French military and civilian authorities.

On the other hand, American supplies are 3,000 miles away; and when are added the general tonnage shortage and the strain of supplying the United States army (which must of course be given right of way), there is no real certainty of getting materials ordered in America.

In spite of the difficulties of European purchase, therefore, the Red Cross is endeavoring to buy in all markets. Stores will be gathered to care for the situation even if the American deliveries fail. Three thousand tons of shipping space per month have been asked for hospital supplies and other materials from England, in addition to 20,000 tons of coal per month. Purchase and even manufacture in England, Switzerland, Sania nd Portugal will be gone into.

From five trucks (and arrangements with the hauling companies) which the Red Cross took over from the clearing house, it has built up in less than four months a transportation section divided into six main branches, with an assistant director in charge of each:

Department of ports, with receiving warehouses at seven points, representatives at eight. At one port, 6,000 square meters of wintshouse space have been leased, with a capacity of 18,000 tons; with modern cranes of 20,000 pounds lifting power; and with facilities long the cars at a time or as many as sixty cars a day (600 tons). At another port, thas leased five warehouse to serve the variety of the port, has a ten-ton crane and five motor trucks and an office force of the port, has a ten-ton crane and five motor trucks and an office force of the presson, eight labor forems, two carpenters, wy ardmasters, one master stevedore and twenty to sixty laborers. Over 800 tons were shipped from this port by rail in one day.

Department of Paris and environs, in charge of all camions in all Paris terminals, with a station force of twenty-nine foremen, subforemen, laborers and inside and outside rolling-stock inspectors.

Department of staff cars and personal service, for recording and routing all personal cars on trips in Paris to the front and to all parts of France.

Department of outside Paris, with equipment permanently located in twelve towns and cities, advance warehouses in six. Department of garages, responsible for the physical condition of

all cars in Paris, all repairs and new construction of rolling stock. Here are three garages and a force consisting of one manager, four assistant managers, five foremen, 130 chauffeurs, three bookkeepers, two cashiers, sixty-three mechanics and miscellaneous laborers.

Department of rail shipment from the ports and from Paris.

This enumeration, and the details that make it concrete, afford as good an index as any of the new volume of Red Cross operations. The situation was investigated when the commission arrived in France, and it was obvious that the cordinary transitaire could not be depended upon to do its hauling. The occasional extraordinary congestion at the ports, together with the details of red tape, the customs and the general competition made it essential to move quickly and build up an organization to take care of the Red Cross work. On October 12, four months after the Red Cross Commission it-self landed, its transportation organization was ready to take care of any amount of merchandise consigned to it at any port in France. The condition of war together with the abnormal competition for transport, make it necessary to rehandle goods a great many times.

One hundred and seventy-four touring cars, 131 camionettes, 133 camions and seventy ambulances constitute the present rolling stock of the bureau. It is today prepared to handle 1,500 tons a day by camion, 655 by camionette, or 2,155 tons in all. Additional cars contracted for include 150 Fords, 115 touring cars (light, medium and heavy), forty five-ton trucks, forty four-ton trucks, fifteen two-ton trucks, and twenty one-ton trucks; while the operating force will be brought up rapidly to a total of 900.

The warehouse chart of the stores section shows twenty-one storage centers, either in existence or prospective, giving the American Red Cross 5,000,000 cubic feet of space against 50,000 three months ago. The largest unit was added in September, a sugar warehouse in the wholesale center of Paris, a five-atory stone structure with twelve steam hoists, two rail-way tracks on the outside and two on the inside. But the quickest and most picturesque finding of storage room came in taking over the old gable buildings on the Chemin Vert, where in the days before the taxis a Paris cab company had stalled a thousand horses and the cabs they drew.

#### Digging Out Old Courtvards

Titisse stables were in an exceedingly dilapidated condition, the roofs were practically useless, the windows broken, the doors eaten away by time and hungry cab horses and there was an accumulation of manure which dated back for many years. Six families inhabited different parts of the premises; the lighting was done by candles and oil lamps and the place was filled with rats, rubbish and broken-down carriages. Nevertheless, the stables would give a million cubic feet of storage space and that was hard to find these days in Paris.

With picks and wheelbarrows, the 500 tons of manure were gotten into the yard in four days' time, to be carted away by market gardeners. As the manure was removed, a crew followed up with strong disinfectant; carpenters put in windows, repaired doors and floors; masons replaced the entrance gate which had fallen down from old age; roofers repaired the gutters and slates; artiss from the Latin quarter saved \$1,000 by building the shelving in the packing room; concrete runways were constructed over the old cobbled pavements; electric lights were installed, fire extinguishers and water buckets placed; the lofts were divided into compartments, lettered and numbered, and one of them turned into a dormitory for fifty Algerian workmen supplied by the French government.

The greater part of this work had been done while discussion of the lease was going on; and before September 1 the Red Cross was receiving goods at the old stables, by October 1 they were well filled. They have a look about them that would fit into a Dickens story. Courtyard after courtyard opens out one from another and the rolling camions are a contrast to the clattering cab horses which filled the cobbled wars in the old daws.

There is another contrast. Since October 1, the Red Cross has accepted in the United States only supplies shipped to its general stores (not to individual organizations) and all goods must be sorted and packed in case lots on the other side of the ocean. One room at the converted stables was turned over to re-sorting the final mixed consignments, those in transit or on the wharves at New York. In moving in, a big pasteboard box burst open and the proverbial white-satin, highheeled party slipper actually thrust its toe out for a last look Contrasting with this reminder of the missionary-box era in war relief, are some of the new units-antiseptic gauze, packed in gunny sacking as big as the cotton bales to be seen on a southern wharf and enough of them to fill a small wharf; pen after pen piled high with ponchos, corduroy breeches, pajamas, underwear; a great hay loft stacked to the gables with mattresses sixty high; a motor van in the courtyard discharging night clothes from a Paris garment factory; for over and above all it receives from war-time workrooms and sewing groups in France and the United States, the Red Cross has enforcedly entered upon a wholesale business as big as that of a string of department stores and drawing on commercial manufacturers in order to measure up to the work it has set out to do.

The new order is not a sudden break, but a logical development of the work of the American Relief Clearing House. This was founded by former Ambassador Myron T. Herrick to bring order out of an earlier "tangle of good intent." In the first days of the war the French ports were littered up with boxes addressed to the "American Embassy," the "American Chamber of Commerce," and "French Army," just "France." People wanted to help and so sent things along without notice to those for whom they intended them or without knowing to whom to send.

The original idea of the clearing house was to serve as a center of information; to advise people what to send, where it was needed and when; a clearing house of both information and material. The work began in October, 1914; French and American committees were organized, freedom of customs obtained, free sea freight given by the French line and free transportation from ports to Paris by the French government. The War Relief Clearing House was organized in New York as a complementary committee for systematic collecting and forwarding. At the start, 75 per cent of the supplies came in addressed to the clearing house, to be placed wherever in its discretion they would do the most good; 25 per cent it handled without discretion, practically as an express company, taking charge of the goods in New York and delivering them to addresses designated in France.

In course of time new relief committees sprang up in the United States with branches in France, and French committees sent representatives to America to make appeal. This greatly augmented the volume of help and good will, but it had other results. By last spring the original proportions had been reversed. The clearing house was acting merely as an express agency with respect to 75 per cent of the goods it handled; it was free to distribute but 25 per cent in a systematic way so that needs that had not been blazoned in the streets would not go unmet. There was no way of checking up what a given society was getting; a few received direct and applied to the clearing house besides, thus getting double, while there were big gaps elsewhere. Some one in America. knowing a friend working in a given hospital, might raise a fund and send over a thousand blankets; yet that hospital might have as many blankets as it needed while at another point people were nearly freezing to death.

The clearing house brought American donors to the point of marking the contents of boxes, but there was always great waste in not passing on the servicability of shipments until they reached Paris and great delay in having to sort and repack them here. In the beginning, the second-hand material which came was of fair quality; then America seemed to be cleaning house; for instance, out of one lot of a thousand cases the contents of perhaps 900 had to be burned. Later, the second-hand material was for the most part good, but not sufficient in quantity. And while people at home were willing to contribute money, they seemed disinclined to have goods bought outside the United States.

The result was that the clearing house never had a sufncient accumulation in case of emergency. At the time of the first offensive against Verdun in the spring of 1916, for example, it sent in what supplies it had in hand and appealed for clothes, food, etc. But it was six weeks before more arrived from the states.

The American Red Cross entered upon its new work in France just at the time that the French steamboat line had notified the clearing house that it could no longer supply it with free space; and in view of the subsequent shipping situation, the heavy torpedoing and the army demand for tonnage, it is considered not improbable that the clearing house, had it continued, would have had to give up handling anything but money. It retired from active operations and a large part of its personnel volunteered to engage in the Red Cross, which was confronted with a double problem; to deliver a vastly increased bulk of supplies-medical reserves for the American army; tools and equipment for rehabilitating the devastated region; food, clothing, household goods for refugics-in quantities which would tangibly reinforce France in meeting the needs of the coming winter not in spots but as part of a comprehensive plan; and to attempt this in spite of the fact that America's entry into the war absorbed the available shipping.

It is the theory of the Red Cross that the tonnage from the United States to the continent should be controlled absolutely by the War Department; the expeditionary force should have the right of way. What space can be spared, the government can assign to one or two responsible agencies which, with this restricted service, should scheme it out and carry it on so that the most needed supplies will reach the points where they are most needed. To this end the Red Cross has built up its purchase, transport and stores services; set about European buying and manufacture and purchased such space as it can secure on independent vessels. To this end, as we have seen, on the basis of the changed situation and on the basis of the clearing house experience, it largely reserves its tonnage for necessities that cannot be obtained in France, requires them to be sorted and packed on the other side, receives them only if consigned to its general stores, and distributes them to its own branches or to other agencies by the procedure already outlined through its surgical dressings service, its hospital supplies services and its departments of civil and military affairs.

There is an enormous amount of work to be done, as the Red Cross sees it, and it is committed to a "policy of cordial cooperation with effective American agencies in France and with French agencies, governmental and private, through which America can help."

As in every other effort to bring organization and greater carrying capacity into a group of loosely related undertaking, the attempt of the Red Cross has not been without friction. It has made mistakes but they are not irretrievable. It has cast American war relief in France in an entirely new mold, which should manifold its effectiveness every day that comes.

The American Red Cross has attempted something more far-reaching. This war has toppled over all existing notions of weapons, tactics, numbers; a war not of armies but of nations; of nations fighting not on the battle line alone, but under stress throughout their length and breadth. It would be strange if the conception of the war work of the Red Cross should not be changed also by this situation. It means ministration to the sick and wounded, friend and foe, as ever, But if work already done and plans under way are a gauge of the future, it means engineering in shattered villages, health education in a hundred centers, relief through a thousand agencies. It means canteens and recuperation camps, coal and farm machinery and rabbits and camions. It means work carried on in gas masks and in cellars, in tuberculosis wards, in tenements, in operating rooms and in stricken homes. It means striking hands with soldiers, rapatries, mutiles, refugies innumbered. It means letting all France know in another way that America is here.



#### DANGER OF UNEMPLOY-MENT AHEAD

MINOUS danger signals are appearing in the records of some of the federal and state free employment offices, giving warning not only of a shift of employment but of actual increase in unemployment. The completion of the great cantonments has released thousands of workmen, both skilled and unskilled, who have been employed many months in building them. Carpenters, steamfitters, plumbers, electricians, cement finishers and day laborers are flocking to other points where they expect to find more government work. Two-thirds of those who sought work at southern cantonments or shipvards in Gulfport, Miss., Houston, Tex., Charleston, S. C., Jacksonville and Tampa, Fla., are said to have found no work and not to know where else to seek it.

At the distribution department of the United States Immigration Bureau in Chicago, as well as at the two Illinois Free Employment Offices in that city, many more applications for skilled and unskilled work have recently been received than calls for workers. This sudden reversal of these officials experience in having many more demands for labor than they could supply during the past year or two is due both to the completion of so much government work and to the usual suspension of outdoor work at the approach of winter.

Such surplus of labor as exists may prove temporary, a congestion at certain centers of industry to be relieved by adjusting the supply to the demand for labor elsewhere, including the possibility of a great housing development by the government or financed by it. But as this is by no means assured, country-wide measures to relieve and prevent a situation fraught with local menace and national peril may be needed immediately.

In New York, on the other hand, the demand for help at the five offices of the Bureau of Employment was slightly larger in November than in the same month last year. The demand for help also exceeded the number of applications for positions. In the monthly bulletin issued by the bureau it is suggested that the shortage is more apparent than real, due to high labor turnover. The workers, like everyone else, are very restless; beset as they are by rumors of every description concerning higher wages to be earned elsewhere, they are constantly leaving to seek new positions.

That the deuand has greatly fallen off in some quarters is indicated by an experience of the New York bureau with 500 workers in a single trade who recently were laid off. In order to find work for these men the bureau communicated with fifty-five employers in Greater New York who employ the kind of labor in question and received replies from only five of them.

## DETROIT'S FOUR HUNDRED A SINGLE FAMILY

GOTHAM'S "four hundred" are Well known throughout the land. But how many know that Detroit has also its four hundred? They include no society leaders, none is over seventeen years of age, the majority are little children, many are young babies. Nearly all of them began their lives with some handicap. Some are orphans, others were abandoned, many have been neglected by their parents, some ill-treated and abused; there are "children of sorrow" among them and those who must suffer for the sins of their parents.

Curiously enough, the little children

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Robert W. de Forest, president; Paul U. Kellogg, editor; Arthur P. Kellogg, sceretary; Frank Tucker, Irenaurer. 10 cents a cept; 33 a year; fereign polys, 415; Canadian, 75 cents; Grappett, 1917, by Survey Assertites, Int. property, 1917, by Survey Assertites, Entered as second-class matter March 25, 1909, at the post office at New York, N. Y., under the Act of March 3, 1879. under the care of the Children's Aid Society and the local branch of the Michigan Children's Home Society number just four hundred. Every effort is being made to fit them to become happy, useful members of the commonwealth. The two agencies, wishing to avoid all duplication of effort and desiring to make use of the best characteristics and material in each organization, have decided to work in even closer cooperation than at present.

Instead of each agency employing, for example, a highly trained executive to take charge of all investigation and all protective court work on behalf of children, and each society engaging a separate executive to supervise the children placed out in private family homes for boarding or adoption, by the new arrangement the societies will work so closely together that the supervisor of investigation for the first will also investigate all cases for the second and the supervisor of the child-caring department of the second will also have charge of all the boarding and adoption homes of both agencies.

#### PROTECTING GIRLS IN ARMY ZONES

ONE million dollars isn't quarter Council of the Young Woman's Christian Association decided when they met in October and compared their June appropriation for war emergency work with the plans they have formulated for protecting and aiding women in war and army zones from Petrograd, Russia, to Waco, Texas. The council took stock of the demand for its services and increased its budget to four million dollars.

lars.

For instance, in June \$300,000 looked like a huge sum for hostesses' houses at army camps. But now, with seven houses to army camps. But now, with seven houses completed and in need of running expenses, with nineteen under construction and with some eight others contemplated, \$300,000 is a mere drop in the bucket, a paltry third of what is needed.

And ask the boys themselves if the



WHERE THE Y. W. C. A. 15 "AT HOME"

results aren't worth the expenditure. They will answer, first of all, that the hostesses' houses have made it possible to meet the folks from home in a quick and simple way instead of waiting, often in vain, at a packed railway station. In the second place, the soldiers will vote unanimously that it is far pleasanter to entertain their guests in a comfortable, cheery reception-room with a cafeteria nearby than in the streets of the straggling cantonment. Finally, they will give hearty appreciation for the hospitality and friendliness of the women in charge of the houses.

But entertainment and care for the women friends and relatives of soldiers are only a small part of the Y. W. C. A. program. In the munitions towns the increased force of female operatives must be housed and fed; in the vicinity of training camps young girls must be offered clean, wholesome recreation and normal opportunity for meeting the young soldiers. Especially must the Negro girls in the Southern towns where cantonments are located be protected and given attractive living and working conditions. The interests of all these girls are taken into account in the new budget. a sum of \$200,000 being raised for the welfare of the colored girls alone.

Last but not least, the Y, W. C. A. has undertaken to extend its benefits to the tired factory girls in Russia and France. Twelve women are already in France conducting rest rooms and canteens where a good meal may be secured for about twenty cents. Two secretaries are in Russia for a similar purpose, and five more have sailed. The enormous need of such work is revealed in a letter to the national board from Mary Dingham, recently the industrial secretary of the Y. W. C. A. in New York city, and now in charge of a canteen at Billiancourt, France. Miss Dingham writes:

The wounded soldier is seen at every corner and one's sympathy is constantly aroused, but the thousands of weary women toiling eleven hours a day in the munitions factories, traveling often an hour night and morning, taking care of heir children, enting with men at the poor but expensive cafes, are not so much in evidence, and therefore their need is less dramatic and appealing. Then these women are earning better wages than formerly—perhaps as much as eight or taken part in strikes, and these things have counted against them.

It takes clearer vision to see that this great group of middle-class women is the backbone of France and the mothers of the future French citizens, and that if they are broken physically and morally by this unnatural strain, in the years to come the French oppulation will be too largely composed of crippled men, worn-out women and children who have been handicapped in their start in life.

#### INCREASE OF MAN-LESS FAMILIES

HE current experiences of our great relief organizations register as accurately and continuously the changing industrial and social conditions as the weather bureau states the atmospheric conditions and they should prompt as constant forecasting of the changes to be prepared for in advance. The United Charities of Chicago reports an increase of 19 per cent in the claims for relief during October over the demands of the same month a year ago and these claims were 13 per cent greater than in the preceding month of September. With 11.669 families and their 52.011 members to deal with and with 7,507 of these families, including their 33,781 individuals, under more or less continuous special care, the Chicago society claims to carry "the heaviest load of any organization of its type in the United States."

Because indicative of war-time tendencies, the fact that most of these families under constant care were found to have no fathers at home or fathers at disabled from earning capacity is significant. Death had left 1,459 of them fatherless, 978 men had deserted their families, 69 had been divorced and 191 legally separated, while no less than 4,317 of the fathers found at home were incapacitated from earning the family support.

During the year ending September 30, illegitimacy increased from 1.8 per cent to 3.1 per cent and non-support from 11 per cent to 15.9 per cent, both probably being distinctly war manifes-The physical disabilities distations covered were so many more and so much more serious that last year that over 500 more cases needing hospital or sanitarium care were found, 1,662 in all. Heavy drafts have been made upon the staff and the directors of the United Charities to fill positions in war work, which required all or a large part of the time hitherto devoted to the society's work.

#### ORGANIZING THE NEW ARMY MORALE

THE Reserve Officers' Training Camp at Fort Sheridan, Ill., has the distinction of neutron its "morale" into a permanent practical-copression that is likely to be duplicated elsewhere. At the suggestion of the commandant, Col. James A. Ryan, and with the active cooperation of many of the men, headed by the camp director of morale, the Rev. Myron E. Adams, the Fort Sheridan Association has been established, with Colonel Ryan as its president, Mr. Adams as its secretary and a large proportion of the 6,000 men who have taken training there in the membership.

The purpose of the association is to promote the cooperative fellowship of the officers in its membership. This is to be sought by maintaining head-quarters at Chicago and Paris, with a rest resort and sanitarium where men on furlough may recuperate and convalesce at some quiet, healthful location within easy reach of the war zones in Europe. A monthly magazine will circulate among the members.

The activities of the association include personal service in making loans to officers, in helping them care for their families and in caring for the man himself in case of casualty; a legal department, looking after pensions, compensations and insurance, as well as personal legal matters; an information and registration bureau, reaching officers at the front and at home and keeping them in touch both with each other and with their families. In all this work active cooperation will be maintained with state councils of defense, the Red Cross and the Y. M. C. A.

After the war the association proposes to gather, preserve and publish biographical data concerning its members, to hold an annual reunion, to support national measures requiring military experience and to assist officers to find their place in the working world on their return to civil life.

For educational purposes the interchange of experiences will be sought through the magazine, an extension course will be offered to continue the training of officers while awaiting call, and work with the company units will be helped by a little manual which has already been published and distributed among the recently commissioned of-ficers. In this little booklet the officer's responsibility for his men is borne home to heart and conscience as well as to professional pride. And then the ways of promoting the enlisted man's mental training, physical welfare, recreation, moral qualities and religious nature are suggested very practically and encouragingly.

#### WAR-TIME USES FOR THE SHAKER COLONIES

W. HEN "Mother Ann" and her Shaker pioneers came to this country from England in 1774 they endured for two years the scarlet sincipulness of New York city and then retired to the quiet village of Watervillet upstate. There they founded the first colony of their sect in the new world. Not long afterwards other Shakers settled in the neighboring community of New Lebanon, now Mt. Lebanon, and the countryside soon rang with the fame of their cooperative industrial enter-nrise.

For a time converts added to the numbers of this cellibate sect and many communities were established in New England, New York, Kentucky and other states. Today there are fewer than a thousand Shakers in the whole United States. Many of their once populous villages are almost empty, while others have long since been abandoned. Interesting proposals have been made from time to time of uses to which these sites might now be put.

Most of the Shaker villages comprise from several hundred to several thousand acres of land. Large, substantial houses and farm buildings have been kept in good repair. A social worker from New York city, on a recent visit to one of the Shaker colonies upstate. had a long talk with a Shaker sister, who was also a trustee of the village. This colony has from 1,500 to 2,000 acres and more than sixty buildings divided among five so-called families. The size of the community is not revealed by the inhabitants to the casual inquirer, but indications were that it did not exceed thirty members, with a number of children as wards.

The social worker was told that the Shakers were puzzled to know how to meet the present shortage of agricultural labor. Their land is farmed by paid help. The sister was well pleased, therefore, with the social worker's suggestion that the Shakers offer to take

groups of high school boys who could learn agriculture under competent teachers and who would, incidentally, increase the yield of the farm.

Another suggestion for the use of these sites is that they be converted into farm colonies for the feebleminded and epileptic and other classes of public wards. There is precedent for such a use. The Shaker colony at Sonyea, N. Y., was sold to the state in 1895 for the Craig Colony for Epileptics, and its inhabitants retired to the mother colony at Watervliet. Another village, that at Shirley, Mass., has been purchased for a state reformatory for adolescents.

Two old Shaker villages are known to be in the hands of private individuals willing to sell. One is at Canaan-Four Corners, N. Y., which comprises a group of eight buildings and 453 acres, and is offered at \$15,000. At the Watervliet colony one of the four "family" groups is for sale for \$20,000, a property comprising 400 acres of good land and a number of buildings in good condition. A New Hampshire colony is similarly on the market. At Tyringham, Mass., a colony has been disposed of and is used in very small parts. The community at Enfield, Conn., has been bought by a large tobacco company. The company presumably intends to work the land, but so far as is known has not yet put the buildings, still occupied by a few Shakers, to any use. Why should not feebleminded but able-bodied boys occupy the buildings and work the land?

Dr. Walter E. Fernald, superintendent of the Massachusetts School for the Feebleminded, writes to the SURVEY in regard to using the Shaker colonies:

It would be a wonderful piece of good fortune if one or more of these properties could be taken under the right of eminent domain, so that the fertile land, the buildings, the barns, the storehouses, the canning plants, etc., might be used for the work of defectives or delinquents or any other class reactly suitable for this purpose, but they are only nominally occupied at the present time by a few old people.

Naturally at the present time the question suggests, itself as to whether these numerous properties so largely unutilized could be put to some purpose in connection with the war. Might they be considered for convalescent hospital purposes? The experience of Canada would seem to indicate that many of the requirements for such hospitals would be met by these Shaker buildings. In a recent article on this subject Dr. John A. Smith, secretary of the New York State Department of Health, summarizes an interview with Ernest N. Scammell, secretary of the Military N. Scammell, secretary of the Military of the

Hospitals Commission of Canada, by outlining the following requisites:

The location of the convalencent home should be determined not by nearces to the point of debarkation, which might easily become a leading consideration, but rather on these three principles: (1) It should be within reasonable distance of the homes of the convalencents, but preferably 25 or 30 miles outside a large center. (2) It should be in a healthy location. (3) It should be near good medical service.

Mr. Scammell recommends that no convalence tho spirits a should be organized for fewer than 500 patients. The administration of smaller units is more expensive and less efficient. Every convalence in hospital that is should contain improved hospital equipmen, including electrical and hydrotherapeutic facilities; it should contain in operating room, and, by no means of least importunce, it should contain in recreation facilities; it should contain in recreation facilities; it should contain in recreation facilities; it should contain in addition to recreation facilities; it should contain to addition to recreation facilities.

While, of course, not only the improved hospital equipment, but also modern plumbing, lighting and heating facilities would have to be provided if these buildings, planned as residences, workshops and barns, are to be used for so different a purpose, still it is to be remembered that they were very substantially built, and that they already have good workshops where the Shaker industries have been carried on, and also excellent facilities for agricultural training and practice. One great advantage to be considered in the use of already existing buildings, rather than the erection of new ones for such purposes, is the great saving, not only of materials, but also of labor, both of which are becoming increasingly valuable. The farmers of Long Island are in a state of consternation at the present time because after the government has called upon them to cooperate in raising crops it has offered such good wages to laborers in connection with the construction of the great concentration camp at Yaphank that the farmhands are abandoning agriculture for the building trades.

If the handful of Shakers that still remain in possession were willing to cooperate with the government in such an undertaking, the members of each so-called family could probably be accommodated in one of the nine or ten buildings which constitute each family group, leaving the others for this patriotic purpose. While the Shakers are in principle pacifists, their pacifism is rather more of the Quaker quality than of that of the more ardent modern spirits, and they seem to be impelled by patriotic principles and would probably be public-spirited enough to welcome an opportunity to serve their country by putting at its disposal their valuable unused property. At Mount Lebanon at a recent visit an American flag was noticed flying from a gate-post.

## **Book Reviews**

CREATIVE INTELLIGENCE

By John Dewey and others. Henry Holt & Co. 467 pp. Price \$2; by mail of the SURVEY \$2.16.

Creative Intelligence, in spite of its attractive title, is not a treatise for beginners in humanistic philosophy. Let such he referred to the earlier writings of Dewey and Schil-ler, and especially of William James, or even to Poincare's Foundations of Science, there are some who like to begin, as it were, at the top of the pyramid and work downbeginnings. To these, and to anyone familiar with the concepts of humanism, Creative Inselligence is to be recommended.

The title of the book suggests a point of view divergent from that of Professor Bergson, creative intelligence es, creative impulse. Int n gence cooperates with feeling in the making of "values," and around these values sentiments (complex organized emotions) are constructed. Laws and axioms are not intuitively known. Neither have they descended from on high, nor are they the product of fathomless unconscious processes. They are the result of experience-of the discriminating reaction of human intelligence on that en-

vironment of self and world within which men are pursuing satisfactions.

No lengthy review of this book has place ere. Most readers will find interest in Harold Chapman Brown's essay on Intelli-Kallen's essay on Value and Existence in Philosophy, Art and Religion, while the essay on The Phases of Economic Interest by Henry Waldgrave Stuart is to be recom mended to every economist. "The egoism of men is no fixed and unalterable fact," says "As an actual social phenomenon egoism is merely a disclosure of a certain present narrowness and inertness in the na-. . It is on a ture of the individual. . par with anemia, dyspepsia or fatigue, or any other like unhappy fact of personal biography." A business transaction involves an experience as to the world's value for us and a further experience as to our own value for the world. Economic exchange is thus as-similated to that give-and-take between similated to that give-aud-take between self and surroundings, which Prof. James Mark Baldwin calls "the dialectic of per-sonal growth," the process through which human nature creates itself through appropriating the world. Choosing between objects that we may want to purchase is really a choice between experiences and ultimately between different levels of the human rela-

The reviewer is conscious that this para-phrase of Professor Swart's essay will be obscure to most readers. The essay itself will be obscure to most people on first, sec-ond or third reading. This is true of all the essays in the book; but it does not mean that essays in the book; but it does not mean that they are unsuccessarily obscure. They are the intimations of a new mode of appreciating one's self and one's world which is just finding its way into abstract thought. We finding its way into abstract thought. must be patient with the obscurities of those philosophers who are doing pioneer work. lust as skating is difficult to the beginner, so a new point of view in philosophy is difficult to the heginner.

In spite of these appreciative remarks, one cannot help sighing for that exposition at once vivid as lightning and picturesque as

romance, which William James was always able to provide for anything he had to say. Or, even, we may sigh for the simplicity of Ptofessor Dewey's writing where it is addressed to the teachers of children or to the general reading public. Creative Intelligence is suggestive; it represents a labored, though perhaps infinitesimal, advance in humanistic thought. It is not brilliant, ro-mantic, popular or inspiring.

Inna Courses.

THE NATION'S HEALTH

By Sir Malcolm Morris, M.D. Funk & Wagnalls, 152 pp. Price \$1.25; hy mail of the Survey \$1.38.

The Nation's Health is a direct product of the policy of "candid but not unrestrained discussion" approved by the British Royal Commission on Venereal Diseases, of which its author was a member. While it deals with conditions its England, it is almost equally applicable to our own situation in America, and will not only be useful to those who are directly interested in the public health problems of venereal disease, but will also be valuable to any reader who seeks a clear and simple statement of the facts. Unlike the splendid contribu-tion to the cause of social health, The Social Disease and How to Fight It, by Mrs. Creighton, with its moral emphasis and poignant appeal to women, Sir Malcolm's book is a "simple exposition of venereal diseases, with special reference to public health." He describes clearly and accurately the nature, distribution and economic effect of syphilis and gonorrhea, using terms easily understood by the layman and building up a compelling indictment that adds force to the remedies proposed.

These follow closely the recommendations of the royal commission, comprising provision of facilities for the diagnosis and treatment of these diseases and the spread of knowledge in regard to them. Sir colm, however, reverses the order of these proposals "to emphasize how much more desirable it is that disease should be avoided than that it should be cured," and shows how the work of spreading the light may be helped forward by frank discussion, by education in the home and school, hy voluntary organizations of various kinds and by the printed word, though he frankly recognizes the dangers of ill-judged efforts. His hrief account of the National Council for Comhating Venereal Diseases, representing as it does medicine, religion and social and philauthropic interests, is especially suggestive of the leadership which such a volunteer organization, in a large degree analogous to the American Social Hygiene Association in

this country, may give. The provision at public expense of facili-ties for diagnosis and treatment to every venereal patient who is willing to take advantage of them was made mandatory upon local authorities in Great Britain by an order of the Local Government Board in 1916. The scheme of this work is outlined and such topics as notification of venereal diseases, suppression of quarkery and quark advertising, penalties for wilful communication, detention of infected prisoners and the like are briefly presented. The policy of regulation of prostitution is shown to be a complete failure-"one of those seeming

short cuts which prove to be blind alleys." Of especial interest is the discussion of venereal disease and marriage and of the

Poses to marry while yet uncured.

Sir Malcolm is thoroughly convinced that the war, far from excusing delay on grounds the war, far from excusing actay on grounds either of expense or any other, makes im-mediate aggressive action indispensable to England's future. He feels the gravity of the problem, but there is nothing of pessimism in his outlook toward a triumphant issue for this crusade.

IAMES H. FOSTER

MEDICAL RESEARCH AND HUMAN WELFARE by William Williams Keen, M. D. Hough-ton Miffin Company. 159 pages. Price \$1.25: by mail of the Survey \$1.35.

That Dr. Keen's lectures would prove an illuminating account of recent medical re-search was predicted by the invitation from Brown University to deliver the Colver Memorial Lectures this year. And all reports of the remarkable medical service as battlefronts arouse a civilian interest that makes timely the publication of such lectures. In brilliam, scholarly, but quite untechnical style, Dr. Keen tells of the work of Pasteur, Lister and many others whose names are still in the course of becoming a national asset, but whose achievement is precious today.

The successful experiments in anthrax; the conquest of yellow fever, typhoid, ma-laria and hookworm; the possible control of tuberculosis, cancer, diphtheria, and much else-these are told with the honesty of a man who has known what it is to fail in earlier years in his fight against those diseases, and whose enthusiasm in the victory of the new methods is the joy over a service

to humanity.

It is significant, too, that a lectureship whose purpose is to furnish "distinctive and valuable contributions to human knowledge should choose as its theme medical research Brown University read aright the signs of the times in believing that this theme was tures, and it chose wisely the lecturer. Major Keen was recently appointed as one of the American commission to write a medical history of the Great War.

GOOD HOUSING THAT PAYS

By Fullerton L. Waldo. Harper Press. Philadelphia. 126 pp. Price \$1; by mail of the SURVEY \$1.10.

This little book is full of information for housing and social workers. It tells the story of the Octavia Hill Association of Philadelphia from its heginnings in 1896, when title was taken to its first five houses, to its present-day development in 1917, with 403 houses tenanted by 704 families under its care

It tells of more than the improvement and management of houses and the friendly oversight of their occupants, which is the oldest and probably the most widely known work of the association. The book is almost a history of the housing movement in Philadelphia, and touches on many of the other social improvement activities as well.

The Octavia Hill Association was an out growth from an already established civic organization, and has been in active cooperation with other agencies, both municipal and private, which are working for the hetterment of the city. The association has financed and directed investigations, prepared and furthered the passage of legislation, helped the city in its administration of tenement laws and had its part in the genesis of the Philadelphia Housing Commission, or Housing Association, as it is now called. And settlements and playgrounds have grown up from the association's enterprises.

The first chapter of this Philadelphia volume, describing a Philadelphia work, is devoted modestly to an account of the life and achievement of Octavia Hill, of London, from whom the association took its name and in part derived its inspiration. But as the story goes on we see that the association has developed on its own lines, differing in some respects from those followed by Miss Hill It mot only acts as agent for property held by others, as did Miss Hill, but it is itself a purchaser and owner of houses. Also, through the Philadelphia Model Homes Company, it has built new improved dwellings. And the association offers its services to outside organizations or individuals for planning and supervising the construction of new

Its many-sided activity is described in a live and interesting way and with practical, frank detail on both the husiness and the human side, which will make the book of value to other workers. Its form is one to give pleasure to the reader. It has good print, good paper and binding, and is well

illustrated.

There is an evident sincerity of purpose which commands respect in its attempt to give for the benefit of others the experience of an association which for over twenty years has been trying with success to put into practice Miss Hill's dictum: "The inhabitants and their surroundings must be improved together."

EMILY W. DINWIDDIE.

OUTLINES OF AGRICULTURAL ECONOMICS. UTLINES OF AGRICULTURAL ECONOMICS. CLASS BOOK OF QUESTIONS AND PROBLEMS. By Edwin G. Nourse. University of Chi-cago Press. 95 pp. Price 50 cents; by mail of the Survey 54 cents.

The readers and students of Professor Nourse's Agriculture and Economics, reviewed in the Suavey for January 27, 1917, will be interested in the publication by the University of Chicago Press of a class-book of questions and problems, based upon the earlier volume. The questions are searching, the problems practical, and will, with several good charts, go far to increase the value of Professor Nourse's book to all who have the privilege of making use of it.

THE SPIRITUAL INTERPRETATION OF HISTORY By Shailer Mathews. Harvard University Press, 227 pp. Price \$1.50; by mail of the SURVEY \$1.58.

These interesting and timely lectures de-livered at Harvard in the Phillips Brooks House, on the William Belden Noble Foundation, strikingly exemplify the author's remarkable facility for brilliant generalization. Ignoring the arbitrary and untenable division of history into "sacred" and "secular," he identifies the physical and spiritual, economic and personal, political and religious forces which constitute historical processes and

results. Conceding large influence both to the geographic and economic conditions which affechuman activity and destiny, he emphasizes their failure to interpret history without allowance for the still stronger influence of personality and spiritual forces, among which he rates the personality and spirit of Jesus quent failure of individual Christians and organized Christianity to interpret Jesus' own gospel, he hopefully claims a growing recognition that essential Christianity is not only in aecord with the historical tendencies toward progress, but offers both its ideal and its dynamic

Never leaving his discussion with a mere academic conclusion, he brings every argument and suggestion to bear upon the obligation and opportunity of the individual and

the church to add their all to increase the momentum of the cosmic tendency. He does not believe that "the faith in the supreme worth of democracy and even of individuals in which we once gloried can ultimately sink into a worship of a state organized for economic and military efficiency." He regards "the democracy of this newer age as well worth the struggle in which we are now involved, cooperating as it does with the pre-vailing tendency of social evolution." Thereto beget in men the sacrificial socialmindedness which God displays in lesus Christ," he concludes, "is the supreme social task of the church."

RECREATION AND THE CHURCH By Herbert Wright Gates. Chicago Press. 185 pp. University of Price \$1: by mail of the SURVEY \$1.08.

In the background of this valuable compendium lies most that has been written and experienced of the principles and practice of play; in the foreground are the summaries of and conclusions upon results. But recreational surveys of localities are insisted upon as the main dependence in meeting local needs and in carrying on and out recreational programs. With regard to questionable amusements, strong insistence is placed upon the principle of "discrimination rather than

universal prohibition. Illuminating instances are cited to show what may be done by churches singly or in groups to adapt recreation to different ages, instincts and periods of development and how they may either preoccupy the field so as to give less advantage to commercialized amusenients. Cooperation of the churches with the public authorities is urged, especially in the form of a recreation hoard, such as in Winnetka, Ill., represents the village authorities, the school and park boards and the churches. The Brick Presbyterian Church of Rochester, I've prick Prespyctian Church Institute, which is in Mr. Gates's charge, is a most suggestive example of what a single church is doing in making recreational facilities and directorship tributary to the church's character-building work and in making the church effective in its preoccupying, prepossessing work for the community.

A bibliography of play and recreation et-hances the value of this very useful hand-book, which cannot fail to increase the efficiency of educational and recreational workers in the church and elsewhere. C T

THE GROWTH BE MEDICINE By Albert H. Buck, M.D. Yale University Press. 503 pp. Price \$5; by mail of the SURVEY \$5.35.

The Germs of Medicine



as though food inspection and sanitary water-supplies were modern inventions and a public clinic nearly the deenice cri in health methods. Yet here are papyrus recerds showing that in Egypt priests were officially responsible for the inspection of meats

It would really seem

which were to be used for food, and for the public water supply; the Babylonians had theories as to what should be eaten at one season or at the other, and they laid their sick in a public place that all who passed might advise-a method perhaps cautionary for the onlooker rather than curative for the patient, but nevertheless showing a community interest in the fact of sickness. And it was a student of many hundred years before Christ who was thus reproved: "Thou hast abandoned thy books and art devoting thyself to idle pleasures. Thou smellest so strongly of beer that all men avoid thee.

Because it is easy to claim the good of our day as the best and the bad as the worst, Dr. Buck reminds us of the word of the Vienna master who bade his students "light their torches at the fires of the ancients. And it is to make possible this illumination that Dr. Buck has assembled from a wide range of sources material otherwise inaccessible, showing how the science of medicine "has attained its present power for good, and what chief parts have been played by many men in the attainment. For it must have taken a rare devotion to continue "practicing" when the reward for curing a slave was a few shekels, and the penalty for

Dr. Buck traces the story from days of astrology and superstition with their intermingled accounts of curiously successful surgery and clever diagnosis to the real be-ginnings in free Greece; he follows the varying social status of the physician as slave, priest, barber, to at last a professional rank; explains the long separation of medicine and surgery; recounts the distinctive contributions of Arab, Greek, Roman and given by the Renaissance.

An interesting and thought-provoking volume is this, when the material might easily have been treated as technical and specialized. The history has a social message and this not for the doctor only, but for every one who watches with interest all progress of matters medical, keeping one shelf of his library for books of background and perspective in his particular subject and in all with which it has interrelations.

G. S.

#### BOOKS RECEIVED

THE CROSS AT THE FRONT. By Thomas Tiplady Fleming II Revell to. 191 pp. Price, \$1; b) mail of the Syrkys, \$1.10.
WISCOMEN SONERS, By Charles II. Winke Badger Publishing Co. 50 pp. Price, \$1 post

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Parsiotsus, By Charles Waldarin, Longman, Green & Ch. 185 pp. Proc 8 13; by mail of the Manauk Anast Cletterie Laurers). By Winfred & Manauk Anast Cletterie Laurers). By Winfred Sail, by mail of the Street v4.25 pp. Proc 8 13; by mail of the Street v4.25 pp. Proc 8 13; by mail of the Street v4.25 pp. Proc 8 13; by mail of the Street v4.25 pp. Proc 8 13; by mail of the Street v4.25 pp. Proc 8 13; by mail of the Street v4.25 pp. Proc 8 13; by mail of the Street, 3 43. do not seen to the Street v4.25 pp. Proc 8 13; by mail of the Street, 3 43. do not seen to the Street v4.25 pp. Proc 8 13; by mail of the Street, 3 43. do not seen to the Street v4.25 pp. Proc 8 13; by mail of the Street, 3 43. do not seen to the Street v4.25 pp. Proc 8 13; by mail of the Street, 3 43. do not seen to the Street v4.25 pp. Proc 8 13; by mail of the Street, 3 43. do not seen the Street v4.25 pp. Proc 8 13; by mail of the Street, 3 43. do not seen the Street, 4 43. do not seen

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by J. Byron Deacon

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versity, 3.8 p. Frice 4.55; by mail of the Stowar, 3.4 s. Sound of the Stowar, 4.4 s.

#### COMMUNICATIONS

#### HOW TO FIND WORKERS

TO THE EDITOR: We had in all fifteen applications as a result of our advertisement in the Survey of October 20. Because we forgot to mention the sex of applicants desired, we had eleven applications from men, some of whom were very desirable, but as the work of the Consumers' League is concerned chiefly with working conditions of women and children, we, of course, prefer a woman for the position.

We had a special meeting of the board this morning in which it was decided to engage A. Estelle Lauder, a young women who ap-plied in auswer to our advertisement in the SURVEY.

JENNIE M. FELS. [President, Consumers' League of Eastern Pennsylvania.]

Philadelphia.

#### DRINK IN FRANCE

To THE EDITOR: Your number of the 3rd November publishes, under the signature of Elizabeth Tilton, an article entitled The Drink Problem in France-Conditions Facing Our Soldiers, which, though undoubtedly inspired by the best intentions towards our country, appears neither fair nor to the point. It is quite natural that the opinion in America should be concerned for the health of the American soldiers; but your description of alcoholism in France leads to the conclusion that your soldiers must fatally be exposed to the plague.

The problem presents itself quite differently, and I beg to ask your permission to rectify on this point an opinion wholly un-founded.

There is a question of alcoholism in France, as well as in other countries. The fact is unfortunately established. The newspaper articles which you quote prove at the very least that it engrosses the attention, that leagues have been constituted, that publicists make it the subject of newspaper and magazine articles and that public opinion is vig orously put on guard against the danger, at the same time as the legislature is asked to remedy the evil by the enactment of laws. But this problem of alcoholism is a problem concerning the interior of the country and the civilians. The army, in virue of the powers held by its chiefs not only over their troops but also over the whole zone of the front, has been secured against it by measures which, no doubt, are of great interest to you:

1. In the first line, our soldiers receive a pint of wine per day and now and then a thirty-second part of a "litre" of rum (and not a sixteenth). You must not lose sight of the fact that the soldiers in the trenches are often in the rain, sometimes in water and always in the open air. You must acknowledge also that they need to be warmed up and that they eliminate quickly. There is not, there cannot be, any case of drunken-ness in the first line; the trench protects against alcoholism even those who are inclined to it.

2. In the second line: a pint of wine; no alcohol

3. In the whole army zone alcohols are prohibited and, by reason of the difficulties of transport, the military administration and of transport, the minuter automates are the military "cooperatives" alone can receive wine. The troops are therefore fully prether behind, some traffickers may sell wine to the soldiers cantoned in the inhabited villages, but wine only and no alcohol. I believe that similar measures have been

taken by the chiefs of the American army in the zone of the front it is called upon to defend. They will have in your army the same efficiency they had in ours.

There remains for the soldier on furlough the danger of large cities, and this danger is a certainty; but is it not the same, whether the city is called Paris or New York?

Privates on furlough who cannot establish that they have a family to receive them are refused admittance to Paris, and if, coming from the front, they wish to reach a town either in the Centre or in the South, they have not the right to cross Paris and they must go around the city by way of the belt

Thus are removed the temptations which assail the soldier on furlough who has no home. Moreover, in all the towns of France, soldiers are forbidden to sit down at table in a café, outside of certain hours, and they cannot be served with any alcoholic drinks.

Let the chiefs of your army still further reinforce these rules, if they please. It is easy. The French authorities, on their part, will surely take all necessary steps to sup-press all deeds which might impair the car-

press all deeds which might impair the car-rying out of your interdictions.

Here is the whole problem. It is precise, it is solvable. The American army in France, like the French army itself, shall, by a few simple measures, be safeguarded from the danger of alcoholism.

I regret that your article did not treat the

problem as it presents itself. Notwithstanding the fact that the title put up the question very plainly, the author soon lost sight of it and indulged in drawing a picture of French alcoholism in general in a rather undefined design and under very dark colors. The con-clusions are hopeless: The plague is let loose in France; the American troops could escape only if the whole of France rid itself of it; but France not having done so, the American soldiers cannot therefore be pro-tected against the unavoidable vice. And, as the author does not take the trouble to suggest any remedy, the sole result of this article is to add to the alarm of the Americao families.

Legitimate concern for the health of your boys and the laudable intention of provoking boys and the laudable intention or provoking the adoption of measures for their protec-tion, do not justify such a description of the physical and moral health of my country. You invoke the respect of truth; but to accu-mulate all sorts of facts, undated and bor-rowed from all kinds of authors, is not a scientific meshod of describing the problem

to this day.

At least, if you take up the question of alcoholism in France as a whole, would it oot be proper to state what has been done to fight it? And measures have been taken: absinthe, perhaps the most dangerous of al-cohols, has been suppressed. Some weeks ago, the French government promulgated the law of the 1st October, 1917, on the repression of public drunkenness and police regulations concerning liquor selling establish-ments. Undoubtedly, there is yet much to be done; but France is a country of great com-monsense and "nearly one-half of the active adult male population of France" is not adult male population of France" is not "vitally interested in the liquor business" in

Spite of your assertions.

Since forty months, the "active adult male population of France" has proven, has it not, that it has other interests at heart than the "liquor business"? It is unquestionable, al-so, that the French soldier is not overcome by alcoholism. The trush is that never has he been so well protected against it, and it rests with the American authorities for your troops to be still better protected. Therefore, why this complacency to paint under such desperate colors the defects of "gallant France" and to exaggerate the risks which your boys will run by her side?

Believe me. Sincerely yours,

Pour I.e Haut Commissaire de la Republique française aux Stats Unis Le Déléaue Général.

Enguage or Bully.

Washington.

To M. EDOUARD DE BILLY: I feel greatly indebted to you for your letter. I hope from now on you will allow us to come to you for advice and help and to clear up misunderstandings-such a misuoderstanding as arose between us because we mean something quite different by the word alcohol. When we in America say alcohol we mean any beverage that contains alcohol—beer, wine or distilled liquor. Wheo you say it, you mean distilled liquors only. To say that your troops have no alcoholic beverages means to you that they have no spirits; to us that they have no beer, wines, fermented ciders or spirits. Now will you please let me explain to you

precisely why I wrote that particular article? You cannot conceive the ignorance here about There are people who, because France is so far away or because while they were there for a week or two they did not happen to see a man intoxicated, believe that France never drinks distilled liquors, only wines, and that no one gets drunk or even fuddled on wines.
You and I know this is not true, but I

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felt our people must learn first that France has a grave drink problem; second, that it nas a grave drink problem; second, that it comes, according to your own confession, both from distilled liquor and from wines, even light wine if one takes enough of it. Lieutenant-Colonel Paul Azan, a French officer, has told me how often his men were drunk on light wines alone because when they began they took so much of them. And again, you know, men do not have to be quite drunk to have their self-control loosened; small quantities of beer and wine do that, and the result is an unnecessary amount of that disease which is a greater foe than Germany. Of course, were there no water to be had, the troops might have to have wines doled out to them by the officers, but that is different from giving our troops carte blanche to drink.

Well, when the people here understood that France has a drink problem and that our men when not in the first or second-line trenches-where they would be carefully guarded, of course-would have to be with the civilian population, living in their houses, as there is no lumber to build separate bar-racks—then I wanted them to consider what we could do. I wanted them to know that there was a real movement against alcohol in France and that we could turn to that.

There was our hope.
Since I wrote, the French government has offered to cooperate in any way that it can to help our troops, but you point out that Is Yours a Popular Organization!

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#### GENERAL FEDERATION at 415-416 The Maryland Building WASHINGTON, D. C.

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# "Why the Nations Rage"

#### The Trend of Social Service

A review of current tendencies as seen on a trip to the various state conferences of charities, written for the SURVEY next week, by the president of the National Conference of Social Work.

ROBERT A. WOODS

unless our government asks for protection for our troops the French government can do little. I was trying to say just what you say
—that it is for us to act. But, you see, it is -that it is for us to act. But, you see, it is so new to us all. The War Department has had to grope its way along-up to now, at least up to the last reports that have reached me from the French press, our troops are forbidden to drink anything over 18 per cent alcohol. In short, if I am correctly informed, over here it is total abstinence, over there temperance. But, please understand, this is not the fault of the French; this has to do with our government, feeling its way along under new conditions.

I believe that the President of the United States should explain about wines to our troops, and ask them to be what the big doctor's unit from Boston decided to be while abroad-total abstainers. Once he did this, Colonel Azan tells me the French people would cease in a spirit of hospitality to urge drink on our soldiers, because of their love of military obedience, and the mayors of the towns would hasten to close the saloons which sold to our uniforms. I may be wrong-for the problem is new to me-but I believe it would be as easy to enforce total abstinence as to enforce a law that punished men that drank over 18 per cent alcohol only.

I should like to know what you think. 1

understand that President Wilson and Secretary Baker are leaving the whole matter to the Committee on Training Camp Activities. These men do not pretend to be medical or alcohol experts. It seems to me the War Department should appoint an alcohol com-mission to frame a consistent alcohol policy. For medical knowledge they could turn to the general medical board of the medical section of the Council of National Defense. There we have twenty-five physicians, the eream of the profession. It seems to me if such a body could meet with you and Colonel Azan and other dignitaries from your country it would be of the greatest help.

I hope from now on you will allow me to consult you, for I can see that we both want the same thing-the best possible protection for our troops.

FLOZABETH TOTON

## **JOTTINGS**

UPON reports received from Isidore Hershfield, who for about a year represented the Hebrew Sheltering and Immigrant Aid Soeiety in Europe, Secretary of State Robert Lansing has instructed the American ambassador to Japan and the American consul at Yokohama to report upon the number and condition of Jewish war refugees stranded in Japan on their way from Russia to America. According to reports, hundreds of women and children, most of them from Russia, have been unable to proceed to our Pacific ports for lack of steamship facilities

UNIONIZATION is growing among public sehool teachers. There are now thirteen locals in the American Federation of Teachers, which is affiliated with the American Federation of Labor. Recently charters have been issued to the Manual Training Teachers' Association, of Washington, D. C. (the third union in the capital city); the Punxsutawney Federation of Teachers, Punxsutawney, Pa.; the Hamilton County Federation of Teachers, Chattanooga, Tenn., and the Bi-County Federation of Teachers, of Favette and Westmoreland counties, Pa-

#### Classified Advertisements

Advertising rates are: Hotels and Resorts, Aparlments, Tours and Travels, Real Estate, twenty cents per line.

"Want" advertisements under the various headings "Situations Wanted," "Help Wanted," etc., five cents each word or initial, including the address, for each insertion. Address Advertising Department, The Survey, 112 East 19 St., New York City.

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WANTED-Superintendent and Matron for the Montehore Home for Aged and Infirm Israelites, Cleveland, Ohio. Parties must be thoroughly capable of ministering to the needs of old people. Just completing our new building affording all modern facilities. Address, giving full information, L. M. Wolfe, President, care The Monte-fiore Home, Woodland Ave., Cleveland. Ohio

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#### MISCELLANEOUS

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IN the article Girls and Khaki in the SUR-VEY for December 1, extracts were given from the reports of a woman protective officer in an eastern city. Fictitious names were given for the real names of the girls who had been investigated by this officer. This fact was not stated, however, and it has been ealled to our attention that some readers coneluded that the identity of the girls was being revealed. This is not true, and the organization in question, as well as the SURVEY, makes it a policy not to reveal the identity of individuals under these eircum-

HEREAFTER the Board of Public Charities of North Carolina is to be styled the State Board of Charities and Public Welfare. It has effected also an enlargement of powers to provide for the placing and super-vision of dependent, delinquent and defective children; to ereate a new officer, the county superintendent of public welfare; and "to study the subjects of non-employment, povstudy the subjects of non-employment, pov-erty, vagraney, housing conditions, crime, public amusement, care and treatment of prisoners, divorce and wife desertion, the social evil and kindred subjects and their causes, treatment and prevention, and the prevention of any hurtful social condition."

AMBASSADOR SHARP recently eabled to the State Department on the sanitary condition of the camps of the American troops, situated in one of the most pieturesque sec tions of France, with natural drainage and good water. The new barracks are well ventilated, spleudidly located and of good ventilated, spieudaly located and or good construction. This agreeable picture is somewhat marred, however, by the forecast that in spite of good weather in the last few weeks, it will not be possible to complete the barracks and that "it will he necessary to house a considerable number of men in small towns and villages where the sleeping accommodations are not of the kind to which the men have been accustomed at home."

PLAYGROUND work in the Philippines is rapidly expanding under the leadership of Messrs, Elwood S. Brown and Fred England. of Manila. Although the system is less than a deeade old, the eurrent budget is more than 80,000 pesos. The Filipinos have few native games. Their play life is poor. They respond quiekly, however, to American leadership. The municipal system of Manila has now a staff of twenty workers with an at-tendance last year of 433,576. The first playground, Tondo, has been expanded into an evening center.

EDMOND BROWN, formerly instructor in government at the University of Missouri, been made executive secretary of the newly-created Charities and Correction Commission in Arkansas. The commission is a permanent body instructed "to inspect and examine into the condition and management of state, county, municipal and private institutions within the state for the eare of dependents, defectives and delinquents. Iulia Houston, formerly secretary of the Associated Charities of Pine Bluff, has been made field secretary.

THE December number of the Birth Control Review heralds the revival of that magazine. A note by the editors explains that, al-though the forward march of the birth con-trol movement was halted by the entry of this country into the European war, those who "started this agitation believe as strongly as we did in the beginning that birth control is the most fundamental issue before the American people today." Margaret Sanger, Walter Roberts and Cornelia Barns are the editors. Elizabeth Stuyvesant has resigned, to devote herself to woman suffrage, and Frederick A. Blossom is now identified with the Socialist Party and with the social work of the Rand School of Social Science, New York eity. The office of the magazine is at 104 Fifth avenue, New York eity.

KEEP ON KNITTING" is the advice of the American Red Cross to the women of the nation. In a statement issued recently, Har-vey D. Gibson, general manager, says that many women are asking whether this is a serviceable occupation. The statement declares that "sweaters and other knitted artieles are designed primarily for warmth; they eertainly are not ornamental." Therefore, it must follow, it says, that when there is an almost universal demand from soldiers and sailors for such articles, the demand is a real one. In the last few months the Red Cross has had to buy 550,000 sweaters, in addition to those made by its chapters. needs knitted articles for destitute civilian populations as well as for soldiers. Therefore, it urges all women who are knitting to continue

THE entire milk supply of Tacoma, Wash., will be pasteurized with the beginning of the new year. Of 3,800 gallous of milk coming into the eity daily, 2,000 already are pasteurized in the depots of three large milk distributing plants and one ice cream company. Pasteurization, according to Dr. R. A. Button, milk and meat inspector of the eity Health Department, will give the eity through its staff of inspectors a complete cheek on the milk brought into the eity, not otherwise securable

EDWARD T. DEVINE has resigned as director of the New York School of Philan-throny. His work as chief of the Red Cross Bureau of Refugees and Home Relief will keep him abroad indefinitely, probably for the duration of the war. He is succeeded by Porter R. Lee, who since 1912, has con-ducted the courses in family welfare at the Mr. Lee was graduated from Cor nell University in 1903. He began social work under Frederic Almy as assistant seeretary of the Buffalo Charity Organization Society, and later as associate secretary. In 1909 he left Buffalo to become general secretary of the Philadelphia Society for Organizing Charity, from which position he was called to the New York school. He is also national director of the Home Service Institutes of the American Red Cross, twenty-five of which are being conducted in different parts of the country. The New York School of Philanthropy has this year the largest class of second-year students in its history. Thirtyone persons are now taking the full two years' course. There are sixty first-year stu-dents, and the total number taking special courses is one hundred sixty-two. A new class will be started in February to help meet the demand for trained social workers in rehabilitation work abroad and in the increased social activities at home. school is affiliated with Columbia University, and is the department of philanthropic education of the Charity Organization S ciety of New York. It has an endowment of one million dollars.

#### PERIODICALS

Fifty cents a line per month; four weekly insertions, capy unchanged throughout the month.

A. L. A. Bank List; monthly; \$1; annotated magazine on book selection, valuable guide to best books; American Library Association, 78 East Washington St., Chicago

washington St., Chicago.

The Child Labor Bulletin; quarterly; \$2 a year;
National Child Labor Committee, New York.

The Club Worker; monthly; 30 cents a year; Natiooal League of Women Workers, 35 East 30

St., New York.

The Co-operative Consumer; monthly; 50 cts. per year. Co-operative League of America, 2 Wood 13 St., New York.

The Crisis; monthly; \$1; National Association for the Advancement of Colored People, publisher 70 Fifth Ave., New York.

The Journal of Neyro History; quarterly; \$1 a year; foreign subscriptions 25 cents extra; concerned with facts, nor with opinions; Association for Study of Negro Life and History, 1216 Yeu St., N. W., Washington, D. C.

St., N. W., Washington, D. C., Mental Hygiense; quarterly; \$2 a year; published by The National Committee for Mental Hy giene. \$0 Union Square, New York. National Municipal Review; monthly; \$5 a year, authoritative, public spirited, constructive; Na-tional Municipal League; North American Bldg. Philadelpha.

The Negro Year Book; published under the aus pices of Tuskegee Institute, Tuskegee, Ala.; an annual; 35e, postpaid; permanent record of carrent events. An encyclopedia of 450 pages of historical and sociological facts relating to the Negro. General and special bibliographies; full

Public Health Nurse: Quarterly: \$1 a year; na tional organ for Public Health Nursing, 600 Lexington Ave., New York.

Scrool Hypiene; a quarterly magazine; \$2 per year; The Social Hypiene Bulletin; monthly, \$2.35 per year; both free to members; published by the Americao Social Hypiene Association 188 W. 40 St., New York.

Southren Workman, illustrated monthly; \$1 for 700 pages on race relations here and abroad Hampton Institute, Va. Sample copy free. The Survey; once a week, \$3; once a month, \$2 a transcript of social work and forces; Survey Associates, Inc., 112 East 19 St., New York.

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MAKING THE BOSS EFFICIANT. The Beginnings of a New Industrial Regime. John A. Fitch Reprinted from the SURWEY. 5 ets. Survey Associates, Inc., 112 East 19 St., New York. PIN MAPS AND CHASTS. (Notes on their use by health officers.) By Gardner T. Swarts, Jr., 29 cents. Edocational Exhibition Company, Provi dence, R. I.

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#### COMING MEETINGS

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reielingical Sociaty, American. Philadelphia Pa., December 27-29. Sec'y, Scott E. W. Bed ford, University of Chicago, Chicago

#### THE SURVEY'S DIRECTORY OF SOCIAL AGENCIES

SHAVEY



ASSOCIATES

#### KEY

If you know the name of the agency or organization, turn direct to the listings (3d column) for address, corresponding officer, etc. [They are arranged alphabetically.]

If you seek an unknown source of information, turn to the subject index, following. The initialings correspond to capital letters in names of agencies.

If you want to know the agencies at work in any great field of social concern, turn also to this index. [They are grouped under major subject clas-aifications, as "HEALTH," printed in capitals.]

Correspondence is invited by the agencies listed; questions answered (enclose postage for reply) and pampblets supplied free or at nominal charges. Membership is not required of those seeking information, but offers an opportunity for you to share spiritedly and seriously in your com-munity or profession in an organized movement which is grappling with some country-wide need or cause.

If you are uncertain where to turn, address the SURVEY, and we shall en-deavor to get your inquiry into the right hands

#### WARTIME SERVICE

"HOW the Survey can serve" was the subject of an informal conference held early in April, in our library, to which we asked the executives of perhaps twenty national social service organizations. The conference was a unit in feeling that as a link between organized efforts, as a link between organized egoris, as a means for letting people throughout the country know promptly of needs and national programs—how, when and where they can count locally—the Survey was at the threshold of an opportunity for service such as has seldom come to an educational enter-

The development of this directory is one of several steps in carrying out this commission. The executives of these organizations will answer questions or offer counsel to individuals and local organizations in adjusting their work to emergent wartime demands.

Listings \$3 a month for card of five lines (in-eluding one listing in SUBJECT INDEX by full name and three by initials), fifty entat a month for each additional line. No contracts for less than three months. Additional charge of \$1 for each change of copy during three-month period.

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Statistics, Rsr.

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Woman's Bureau: Miss Florence Marshall, di-

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January 5, 1918

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#### THE SURVEY

PAUL U. KELLOGG, Editor

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convinced backing and personal interest which has made the SUNEY a living thing. The SUNEY is a weekly journal of constructive pathanthrops, founded in the 90% by the Charity Organization Society of the City of New York. The first weekly issue of each month appears as an enlarged managine number.

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### The GIST of IT

THE CANAL which cut two continents apart has tended not to divide but to unite their peoples. South Americans now look north and North Americans south, whereas the old habit of both was to look around the world's portly circumference. In this world portly circumference. In this portly circumference that the world's portly circumference that the world's portly circumference that the world's portly circumference that the world portly circumference that the wor

ing. Page 333.

AN INTERNATIONAL "drummer" for recreation, Mr. Goothe has promoted his wares in many lands and left our familiar wares in many lands and left our familiar places. His unique experience has been shared with Suxwyr readers in a series of articles on Exporting the American Playground. In 1916 he took us to the Philipparts and to British India. After a lapse of a year of war-time, he carries out in this issue a cherished idea of suggesting the American playground, with its spirit of fait is spirit of fait in the properties of the prop

SHORTAGE of houses for workingmen han on been created by the war—merely exag-gerated and shown up by it as a very costly shing when it innerferes will getting the nation's work done. The English government a temporary character and, of late, of lasting and attractive homes in well-planned suburbs with provision for recreation and other community needs. The specularive builder has fallen down completely and the builder has fallen down completely and the sawme. And, at the same time, the government encourages the more promising forms of private ownership, such as co-partnership, which enables a workingman to own his less of industrial conditions and changes. Some information of prime interest to us in our present entergency. Page 390.

THIRTY-FIVE million dollars has been asked of Congress by the Shipping Board to build houses for the men working in the shipyards. The need is pressing and the demand made before a plan or even a policy of government building has been formulated. Page 399.

ARMY morale depends to a considerable degree on whether or not a man's mind is at ease regarding shose he has left back home. Page 398.

RAILROAD men, both managers and crews, who have threatmend several mine to the up the entire transportation of the country while they settled how many hours a trainman should work and for how much, have all been taken over by the government along with the roads themselves. Uncle Sam thus becomes the employer of several bundred thousand of the most highly organized union workmen in the world. Page 399.

CHICAGO'S baby farms, just studied and exposed by the Juvenile Protective Association, are like baby farms everywhere—not places where babies live and grow but places where they wither and die. First steps for their control have been taken and others are to be asked of the legislature. Page 403.

WHEN apples are hauled from the Pacific to an apple-growing region of the Atlantic, food is wasted, fuel delayed and transportation tied up. A social exhibit that fits the times. Page 401.

Courtery of The Pon-American Magazine, New York city



From La Instruccion Publica Primaria en la Republica Oriental del Uruguay



SOUTH AMERICAN COUNTRIES SOCASION—
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HISTALINOS SHOWN AS AND THE SETTIMES.

THE PICTURE AT THE LEFT IS A RURAL SCHOOL IN MONTEVIDEO



# The Other Side of Panama

Some Little Known Conditions of Child Life in South America

By Edward N. Clopper

NATIONAL CHILD LABOR COMMITTEE

OCIAL workers in Latin-America hope that the second Pan-American Congress on Child Welfare, to be held in Montevideo next March, may, by revealing our community of interest in welfare work, provide the touch that will make the Americas kin. An earnest effort is being made to have this congress serve as the medium, herefore lacking, for bringing together in spirit at least, all those of the two continents who are concerned for the welfare of children. President Viera of Uruguay has placed the congress under the patronage of the national government and invited the twenty other countries of the western hemisphere to participate.

Not many of us here in the North realize the extent to which, in the struggle toward better things, North, Central and South America are confronted by the same problems and grapple with them in much the same way. We read, for example, of the wretched work and long hours of women and children in homes and sweatshops in this country without thinking that the sisters of these women in Argentina and Chile, Brazil and Uruguay may be doing very much the same work in their own homes under conditions of exploitation very similar. Here is a description of artificial flower-making written by Carolina Muzilli, formerly a factory inspector of Argentina, who has prepared elaborate data on the conditions of working women in South America. The place is Buenos Aires:

"The manufacture of artificial flowers is one of the industries which seem to have been created especially for women. The beautiful blossoms that come from their hands imitate to perfection those created by nature, and the raw material paper, cloth or silk—rapidly changes into delicate buds and leaves. The making of cloth and paper flowers may involve no greater danger to health than that attending an excessive workday, but when the material used is wax there is grave menace to the health of the workers. Do the happy brides who encircle their locks with the traditional orange blossoms ever think how many tears, how many long vigils, how much suffering are held in each one of these little white flowers? Do they think, perchance, that the hands which fashioned them as a symbol of their own purity have the same deadly which as the orange blossoms themselves? Do they ever think that tribute is paid to their happiness in the form of anæmia and tuberculosis which make victims of the poor workers who send their day modeling this symbolic flower?"

These women labor nine and ten hours daily in wretched homes and receive from sixty cents to a dollar in our money. After remarking that one of Argentina's labor laws "strictly prohibits the employment of women in industries which endanger their health," Miss Muzilli draws a familiar picture of her efforts to enforce this law:

"The flower-makers who manufacture the orange blossoms are constantly breathing the fumes of melted wax and their faces, without any exaggeration, reflect its own deathly pallor. After I had made complaint, the national labor department inspected some of the flower workshops, found grave violation of the law and fined several houses, but the wax flowers, in spite of the assurance of employers that they are imported from Paris, continue to be made here. To show how the laws affecting working women are observed, according to official data. I reproduce the note sent by an inspector of workshops and factories after having visited several flower workshops as a result of the complaints submitted. He says: 'Following the instructions received, I inspected the artificial flower factory which Messrs. Buett & Niorggi have in Charcas street. The hygienic conditions under which the work is carried on there could not be worse. In a little room there work ordinarily from eighteen to twenty females, both adults and children, breathing air that is extremely unhealthful on account of the poisonous fumes and paints used for coloring the flowers. There is no register of employes kept and besides there were found six children working illegally."

"Such are the thorns in the pretty flowers that adorn the foreheads of the brides!"

Recognizing that the work permit issued to boys and girls who leave school to enter industry is the basis for the enforcement of a child labor law, the national department of labor of the Argentine has prepared and put in use a form which is in some respects an improvement over any used in our own country. It is not a card but a booklet and contains a description of the bearer with his name and address, his certificate of age, his record at school, his certificate of physical fitness and the signature of the official granting the permit. On the last few pages is printed the law governing the employment of minors. Its most unique feature, however, is a record of all the positions held by the bearer, with the dates, names of employers, character of service rendered, wages earned and other information. This enables anyone easily to ascertain the industrial history of every child who has been employed at any time and facilitates the composition of important statistics.

#### Progressive Social Practice

URUGUAY is one of the most progressive countries in the western hemisphere. Many of the reforms so ardently advocated elsewhere have already been realized here. For example, the eight-hour work-day for adults is an accomplished fact. In the field of education, only 4 per cent of the scholastic population is illiterate. There are at present about one thousand schools in this country with an enrolment of approximately one hundred thousand. The entire population of the republic is a little more than a million and a quarter. It is interesting that there are more than five times as many school mistresses as school masters, revealing the same tendency for women to supplant men in the educational world as is found in northern countries. Children of both sexes from all social classes are admitted to the public schools and the country takes great pride in this evidence of its democratic government. Since 1909, all religious teaching and practice have been abolished in the public schools. Almost half of the population live in rural districts where there is a school for every thirty or more children and where teacherages are built for instructors' homes. The compulsory education law applies to all boys residing within four kilometers of the nearest school and to all girls who live within two kilometers. If the attendance exceeds sixty, an assistant is furnished. Married as well as single teachers are eligible for service, in which respect the school administration of Uruguay is more liberal than some of our North American boards.

The interference of agricultural work with attendance at rural schools is quite as marked in Uruguay as it is here, for as soon as the child is able to perform labor on the farm and the compulsory attendance law permits, he is taken out of school and put to work.

In the normal schools, during the first four years of study, the pupil enjoys a pension of fifteen dollars a month, granted by the state to help defray living expenses on condition that he teach where assigned to duty. For more than twenty years teachers have enjoyed a pension upon retirement which amounts to full salary if the service has extended over a period of twenty-five years. Those unable to continue in the profession may retire on a pension after ten years of service. Retired school masters may transfer their pensions to their widows or children.

Medical school inspection has been highly developed and embraces not only examination and vaccination of pupils but also of teachers. The service includes, also, the approval of school building construction to insure proper situation, ventilation, water supply and drainage. It extends also to the choice of school furniture and supplies so as to prevent the use of material prejudicial to health or likely to develop deformities. School programs are subject to the approval of the medical inspectors to insure proper proporation of study and

rest and opportunity for physical culture and manual work. The municipal council of Bogotá, the capital of Colombia, recently provided for medical school inspection in charge of three physicians. Among their duties is the examination at least once a year of every pupil in the primary schools, the keeping of records of such examinations and the recommenda-

tion of measures to promote hygienic conditions.

The most effective child welfare work carried on in Chile is that of El Patronato de la Infancia, whose headquarters is in the capital, Santiago. The society was organized to combat infant mortality about sixteen years ago, when of 18,300 deaths in the city 11,401 were of children—two-thirds of the total. The society maintains several distinct kinds of service:

The gotas de Îrche, which are really free dispensaries, popularize, in a practical way, the principles of infant hygiene and reduce the infant mortality rate by the encouragement of natural nursing. Where the latter is impossible, the dispensaries supervise the artificial feeding of the children. Only babies under one year of age are cared for at these dispensaries.

El ailo maternal receives mothers with new-born children and cares for them during the period of convalescence, attempting in this way to care for the health of the mother untilshe is able to return to work and to insure natural nursing, at the same time imparting knowledge of child hygiene and stimulating the development of moral ties between the mother and the child so as to reduce the number of desertions which had arisen to distressing proportions among the poor and ignorant classes. In this asylum the society does not reveive orphans and only occasionally, under special circumstances, does it accept a child without is mother.

El ejuar infantil collects and distributes articles of clothing for the beneficiaries of the society, ranging in number from two hundred to one thousand persons, depending upon the season of the year.

El consultorio maternal gives prenatal care and obtains for prospective mothers leave of absence so as to insure employment following the period of confinement. If necessary, financial aid is extended during this period.

#### The Infant Death-Rate Cut Down

THE results of the society's work may be summarized as follows: Formerly from 34 to 39 per cent of the babies of the city died before reaching the age of one year while now, among the thousands of cases reached by this society, whose work is with the poorest and most ignorant classes, the infrat mortality rate has been reduced to only 8.4 per cent. This service cost last year a little more than 170,000 perso of which the national government contributed 70,000 perso of which the national government contributed 70,000 perso, the remainder having been obtained through popular subscription. Branches have already been established in several of the chief cities of the provinces.

In Uruguay there is an aggressive movement on the part of women for social welfare. A few months ago the national council of women was organized in Montevideo and a monthly periodical is published under the title of Accion Femenina. This council is affiliated with the International Council of Women, which has branches in many countries. The crganization in Uruguay has committees on education, relief, hygication, indict, publication have been devoted to woman suffrage and anti-tuberculosis work. The president is Dr. Paulina Luisi, who is prominently connected with the medical profession in Montevideo, a moving spirit in medical school inspection and one of the leaders in the Paa-American Conpress on Child Welfare.



# Gretchen of Hildesheim

# The American Playground Prescribed as an Antidote to German Militarism



By C. M. Goethe

HANTI was a hill woman on that roof of all the world-Nepal of the Himalayas. She was climbing the rock-strewn trail. The play of her muscles told of a girlhood spent, goat-like, among dizzy crags, among gale-swept rocky needles, piercing the blue high above that battleline where the dwarfed deodars, fighting the avalanches, persistently tried to push the timber line upward. Khanti seemed as knotted-as elastic-as those occasional dwarf trees scattered along the trail, which trees, like her, had been buffeted, hammered by winter gales. Her dress was of simple mountain homespun, dyed with native colorings, won from barks, roots, berries. Her golden ornaments were the nose ring, the nose side-disc, the bulky ear-discs of her race. Her tribeswomen carried their babes a-hip. Hers -the first born-was in her arms. This betrayed the child's illness. From the summit she was seen to stop at the little monastery not far below. She nervously spun the hand prayer-wheel at its entrance, then knocked. A shaven-headed Buddhist priest responded. His manner showed that she had given more than the usual fee. From beside the saffron robe a bare arm moved quickly to shift the sluice, whose spouting water revolved a second prayer-wheel-a water power onewhich also repeated that eternal prayer of the Buddhist: "Om Mani Padme Om."

Buddhism is an excresence covering the nature worship of these hill folk. Under the stimulus of its primal prompting, Khanti next hurried to the leafless sacred tree on the storm-blasted summit. She laid the child tenderly in a sheltered nook behind a huge rock. Then she nervously added another to the tree's hundreds of fluttering cotton strips, each marked with India ink Chinese word-signs. Khanti's brush-stroked characters constituted a prayer for the return of her babe's health. Each flap of the rag in the wind would mechanically repeat the appeal to the lotus-enshrined Prince of Peace. Something of his own calm expression came into her face. The look of anguish seemed to pass. With a glance of wordrous mother love, she turned to her first-born.

A German, von der Haide, wasched Khanti. An officer in the artillery, of fine physique, straight as an arrow, tall, broadshouldered, he was still young. His trim form showed not an ounce of that waste fat that often, in later, over-feeding years disfigures his type. Blue-eyed, golden-haired, rosy-cheeked, he was a magnificent specimen of that fine old Hanover stock that had been keet racially oure.

His companion was also interested in the scene beneath the sacred tree. Speaking of the apparent satisfaction that had come to Khanti, the latter quoted Kipling's lines about the idol at Kamakura: "Be gentle when the heathen pray."

The German's face hardened. "All religion is nonsense," he impatiently exclaimed. "My materialism teaches that Christianity, its rosaries, its conception of a virgin, is borrowed from these superstitious orientals. Learning to ignore religion, I enjoy life, indulge my every sense to its uttermost." Buttoning his coat as the evening's chill wind increased its

force, he continued: "You Americans shut your eyes to these facts; therefore, you are decadent."

It was a striking contrast. At that moment, Khanti, her face glorified like a Madonna's as she bent over her wee bairn, seemed to be the very personification of the patient, the long-suffering East. The young German artillerist, born of a folk that not many decades ago had bitterly fought the Prussians, seemed, in just as sharp-cut relief, to represent the latter's Kultur. He had been chatting of this Kultur shortly before Khanti's coming. His later outburst against all religion showed, with illuminating clarity, how thoroughly a certain group in Germany had moulded in plastic childhood the minds of even those whose almost immediate ancestors had opposed lunkerism.

The von der Haide militaristic-commercialistic-materialistic type is proportionately far more numerous among the Germans in the Orient than in the Fatherland. In Germany their numbers are diluted. In the Far East the tourist comes into contact with naked von Bernardi-ism: Observing the contact of such men with the darker-skinned races of the East, there came to mind questions that troubled. Here, from our western civilization, was a highly developed type. More than merely undesirable, it seemed a positive menace. In a world study of adults as products moulded by childhood play, the question naturally arose how such a type was produced The determination came again to visit Germany, to go to Hanover, to von der Haide's purpled heaths, to study his wee brothers and sisters at play—to fathom, if possible, this mystery—to learn whether German militarism extended to her children's play.

The decisive time in fixing such life habits as seemed to control every reaction of von der Haide, is youth. Recognizing this, an endeavor was made to search for the cause of such an attitude as his—to comprehend, if possible, how a civilized nation should produce, so frequently among its most promising sons, the type that seemed to sneer at all who lived beyond the Fatherland's borders, from their own European neighbors to the folk of the Orient; to jeer, even within their national confines, at things other men deemed sacred. Two visits to Germany were made. When, one morning in July, 1914, nobilization notices sprang up, mushroom-like, everywhere overnight, a third visit was nearing conclusion.

These pilgrimages resulted in convictions. Germany was wonderfully efficient in much of her recreation. America might learn much from her. When American playground workers establish their international clearing house for recreation, America will draw greatly from German sources. We might well study their Wandervögeling, their nature-study-field-excursion, their municipal theater and opera house, their labor union night at the latter, their Kleingartemverries.

Automobile-loving, non-walking America could profitably adopt Wandervögeling. These organized hikers, these "wandering birds" of the Fatherland, have apparently during their evolution become wingless. Their activity, however, is indi-

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GARDEN PLOTS AT A FACTORY

cated by knotted leg muscles. No wandering Bedouin of the Atlas rock desert need be ashamed were these muscles his. These Wandervögel, descendants of the sturdy race that produced the meistersingers, are musical birds, too. Companion to the Rucktack, or back-knapsack, is guitar or mandolin slung a-shoulder. They will barter a song for an evening meal as David Grayson might trade the hoeing of a row of companion.

Fall into step with one on the Axenstrasse, with the giant of Uri looming above the blue waters of the Four-forest-cantons Lake. He seems to live the Andalusian's "today is the great day." You swap experiences, such as can be exchanged only with the long-distance tramp. Then he points to a pine tree's shadow, for a rest. In the welcome shade he opens the door to his soul.

Then you learn that, even in this outdoor sport, the good has been perverted by Hohenzollernism. Somebody "higher up" long since grasped that national love of hiking meant seasoned soldiers. Even the mountain sunlight has not been enough to illuminate the dark corners of our Wandervogel's underlying pessimism. His apparent joy only intensifies the shadows. The saddest result of Hohenzollern philosophy is the hopelessness of this pessimism. The war-word, Kanonenfutter-cannon-fodder, that your Wandervogel friend uses, is this pessimism crystallized. The state may win its future "place in the sun." For the individual, this Wandervogel companion of your alpine tramps, there can only be the leaden heaviness of the coming war burden, beside which his wellfilled Rucksack is as light as a feather. From this inwardly pessimistic Wandervogel came a first tangible indication, deepened by all the events of the war, that German militarism has extended to her people's play; that the saner, post-bellum Germany will need the democratizing influence of the American playground.

Germany's nature-study-field-excursion also deserves American study. You go to Ulm, the efficient, whose city-owned land exceeds in area the holdings of all its individuals. Almost under the shadow of that great medieval monument of community effort, the slender spire of Ulm's graceful

Gothic cathedral, another German, your table companion, breaks his anemic Zuckerbrot. He is a manufacturer. He talks entertainingly of rifles smuggled up the blistering reaches of the Persian Gulf, or into the swampy morasses of revolution-cursed Caribbean states. From rifles you divert the talk to recreation. He matches the German nature-study-field-excursion against the American playground. Your curiosity aroused, that week-end you take the field with a dozen and a half young Teutons. They are studying fungi. They swing with the hiker's step. After four miles the woodland is reached. Their sharp eyes find a species for which you have vainly searched for years. The spirit of the hunt—the spirit of the explorer, enters into the quest. The musically sonorous Wanderlust of their native tongue rings with new meaning in your ears.

Something, however, above all narrows in your attention. It is the minute thoroughness of the black-eyed Swabian, their teacher. You commence to understand the German patience that can mathematically measure the resistance of a stalk of rye weighted with a windblown ripening head. This excursion might have been recreation. It is in reality business. Then comes again that appalling thought: The good is perverted by Hohenzollernism.

The manufacturer, breaking his Zuckerbrat, boasted that markets won by the efficiency of his workmen had beginnings traceable to bright eyes trained in observation on the nature-study-field-excursion. The inquisitive instinct that makes the lad risk a slender bough to see what is happening in a bull-finch's nest—even this is skilfully utilized by the psychologically wise munitions manufacturer, whose toast has ever been to "The Day." You remember the Chicago stockyards story—everything of the pig saved except his squeal. This German militaristic-commercialistic-materialist, transplanted to Butchertown, would probably have found some use for even the porker's diving cry.

How have his kind directed the nature-study-field-excursion toward making Germany a great producer of scientific thinkers? A yellow-haired, blue-eyed boy chases butterflies on the heather purpled Hanover heath of von der Haide. Twenty-



GRETCHEN OF HILDESHEIM

five years later this same child has become a young scientist. Far into the night he works, earnestly, with poisonous gases, that men in mines, in chemical factories might control their occupational diseases. Finally Hohenzollernism turns from his original purpose all his achievements in poisonous gases. His life work is prostituted to the great war god. Reading of liquid fire, of clouds of poisonous gases, one goes back to the little child whose first scientific leanings came in chasing butterflies along wild roses hedges. Even children's recreation may be turned to the service of Mars.

Let America consider labor union opera night. Dresden's season is at its height. An old favorite is to be sung five nights hence. Even this early, you cannot obtain a ticket. It is Volksvorstellung, "trades union night." Having no union standing, you are hopelessly barred. Your participation in that night's festivities is as spectator near the opera house entrance. You study the long files of operatives and their families, streaming into the building. The glimpse into the corridor seems a peep into Utopia. Your brain surges with theories carefully thought out during two decades. Often you have wondered in American cities whether downtown wards would pile up those majorities that bulwark the mirrored saloon and the red-lighted brothel if the slum folk, too, had free access to good music, good pictures, abundance of fresh air, sunlight. No Dresden slum folk were to be found. Its operatives, though dependent on the daily wage, enjoyed art's best. In the Bildergallerie, groups of them were continually bringing their children to learn to know the Sistine Madonna. They contentedly drank in the music at the Grossergarten concerts. This city, old outpost of Charlemagne's empire, pioneered in city-planning art. Now, in a steady stream, were these mechanics, who could enjoy all art, coming to a feast of grand opera. This had been made financially possible because The State was interested in their welfare.

Watching the crowd, there came memories of how California had borrowed from Germany its workmen's compensation. The workmen's insurance against old age, against ill-



GRETCHEN'S BROTHER WITH HIS "RUCKSACK"



A GARDENER AND HIS SHELTER

ness, of which California talked, had long been an actuality in Saxony. Here was a nation free of vagrants, with cities of great model tenements. Here were municipal fire insurance, municipal forests, city-owned abattoirs. These workmen came to their opera over municipal car lines that eliminated bribedispensing directors. As you watch them, you recall studies of Frankfort's commanding the services of the burgomaster who made Osthafen possible. In America he would have been a realty operator, stuffing into overladen safe deposit vaults his "clean-up" from unearned increment. Cityplanning here can peer into the twenty-first century. These contented factory hands had probably spent Sunday raising sauerkraut material or roses in their Kleingartenvertrieb, or individual suburban summer gardens for factory folk, another of Germany's best recreational successes, these often adjoining the factory itself. Before you still passes that line of cabinetand porcelain-makers, tailors, carpenters, into the governmentowned opera house. You say "Yes, here is Utopia."

Pacing the homeward-bound steamer's deck, you learn why contented workmen are necessary for Hohenzollerinsin's far-reaching plans. Subsequently you meet one, ten, three-score von der Haides. Later, under the Southern Cross, one of these officers even lends you his copy of von Bernardi, to convince you of Germany's need of a "place in the sun." Here is that which takes the time necessary to calculate the value to its war-and-commerce machine, of leg muscles hardened by systematic Wandervögeling, eyes trained to keenness on nature-study-field-excursions, souls made contented in Kleingertensertrich, and by music on trades union opera nights, and by music on trades union opera nights.

Then in your mental picture there comes to the side of von der Haide, snering at the praying of Khanti, the figure of a little girl, Gretchen of Hildesheim. Like von der Haide, she, too, was golden of hair, pink of cheek, blue of eye, desended from that same finest of the world's race strains. The country around her home is a wonderland. The active imaginations of her ancestors had peopled its nearby blue hills with wood nymphs and butterfly-winged fairies. In yet older days, their forefathers had named their forest gods with title that still persist, even among the weekday names of their

descendants that have strayed far to our America. The Woden of these fur-clad forest warriors rules in Wodensday, our Wednesday, their Thor hammers in our Thursday.

In Gretchen's home city, built in this land of fairies, of sylvan gods, a further study was made of this wonderful efficiency of the Germans. Here again, behind the dazzling brilliance of their success, seemed to be that which was, indeed, gloomy and threatening. School children's play was found to be part of the great military-commercial machine. Gretchen was a cog in it. She was asked to stop a moment for a photograph of her Rucknack. At the request she was immediately as immovable as one of Friedrich Wilhelm's tall grenadiers. There was no curiosity, no turning of the head to see what was happening behind. Gretchen remained as if petrified until told she might go. Conceive the average American child standing at attention like Gretchen. Occasionally one might be found. Generally the eyes in little heads would be eager to know what is happening behind.

Gretchen's behavior might have been merely an incident. It was an incident repeated, however, only too may times and in widely separated parts of Germany. She was one of many German children encountered who, even in tender years, seemed to have learned dumb obedience. Every natural movement of curiosity seemed repressed. Laden with its few books, Gretchen's Ruekuck seemed pathetically to cry out, "Already part of the war machine, I am branded with Kultur's K. K. K."

Then, from questions to elders, came guarded confirmations that the highly centralized military-socialism which dominates the German government did, indeed, extend not only to press, to university, but to the school and to play-time. As of Herr Lazarus, author of The Human Slaughterhouse, they told of forceful urban teachers, holding views opposed to Junkersim's military policy, quietly marooned in unimportant rural schools. Any schoolmaster, university professor loud in its praise, was advanced.

This is why there is here offered for the reader's criticism, the thesis that German militarism extends to her children's play, that to remove its withering effect, the saner, postbellum Germany needs the democratizing influence of the American playground.

Gretchen, her brothers, her sisters, all the docile school folk of Germany, seemed the childhood beginning of a system that resulted in that which made possible von der Haide's cynical outburst. In Khanti's country, men were peering with shaded yet expectant eyes, toward the lands nearer the setting sun. Were they to be disappointed? In the center of that western civilization for which they hungered was the land of von der Haide, yet here liberalism, democracy, freedom of speech, of press—yes, even the joyous spontaneity of childhood—was blasted by the ruthless militaristic philosophy of the men in control.

The extent to which such demoralization of the free play of children may influence their adult life is probably not yet fully grasped by most of us. Certain leaders in thought, like Jung and Foch, have reached some startling conclusions. Among them is this: The cause of either hysteria or extreme nervousness in adult life may lie in such apparently unimportant beginnings as a child's witnessing scenes of friction between quarreling parents. If such discord can produce a decade or two later, pathological conditions—if Luther Burbank is justified in his assertion that the mind of a little child is many times more sensitive than the most rapid photographic plate, is not the German liberal justified in asking: What end seeks the philosophy of this Kullur? Should, because of it,

the education, the play of plastic-minded children, be thus coldbloodedly controlled to make them in after life merely-greater producers in peace, better warriors in war?

Since Sedan, the Germany that evolved this Kultur has been a laboratory upon an immense scale. In puny laboratories within walls we study problems presented by the colored lines of a spectroscope. We work out the life history of a wasp. Germany is a great unwalled laboratory. In it, controlling her destinies, a few have experimented with this unit of tens of millions of human beings. These have been unmindful of the warning sounded by such thinkers as their own Professor Paulsen of the University of Berlin. They have continued these experiments ever since those days, almost a half century ago, when great masses of their countrymen, singing Die Wacht am Rhein, went to the charge at Sedan. Germany's leaders, strongly materialistic in their outlook upon the world, have dared experiment with the most precious forces in life itself in attempting to weld these millions of human souls into a single commerce-and-war machine, a dynamo of energy. These leaders have manipulated the play of two generations of children. They know the wisdom of the Jesuit proverb, "Give us a child until he is seven. You may have him thereafter."

During this half century, the German military caste molded the national environment of a patient folk, adults, adolescents, children. They had at command practically all Germann's scientists. In today's second generation, some of these very scientists are those whose mature years have been preceded by such controlled years of childhood.

One oriental power follows Germany's lead. In her case, for example, school excursions are systematically made to shrines where the ancient dynastic religious objects share places of honor with new-won trophies from enemy battleships. Each destroying shell-scar is carefully explained to eagerly receptive minds. This power's school leaders have said. "Germany is our model," They are influenced by that Germany which found time to decree that little girls' dolls shall be yellow-haired instead of black. These dolls were made part of that nationalistic ideal necessary for war. Shrewdly the pan-Germanist went back to the old love of family, upon which was built love of clan, love of dukedom, love of nation. These primitive instincts were skilfully utilized as the basis of a patriotism demanding the clearest eye, the most active brain for the day when one machine gun was to be worth a whole regiment of the men of the days of Sedan.

Like her European prototype, this oriental power may come to know that such education is dangerous, especially when coupled with histories magnifying a country's military exploits at the expense of things accomplished in a non-military way. To Germany has come the bitter lesson that the end of such philosophy must be a far-extending coalition against any aggressor dominated by such thought,

At this writing no one knows how the war will terminate. It may mean the triumph of the German militaristic philosopher. There may, however, emerge from the conflict a different Germany. The Fatherland may find that it must laboriously, toilfully, patiently undo much of the results of these nearly fifty years of experiment in their gigantic laboratory. If, in shaping future national policies, Germany's liberals become the dominant factor, they will undoubtedly liberate childhood. If princes of the royal house remain, they will not have their play limited to models of submarines and dreadnaughts. The recreation time of school children of the masses will not be largely directed to military games. Germany will learn anew the power of suggestion that lurks in



SCHOOL children of Hildscheim on a "hike" with their teacher. They are shown here in the morning studying mediceral architecture. In the afternoon they go into the country for nature study. This part of Germany's recreation system is bring adopted in California under Mr. Goethe's direction.

play. She will comprehend that with such play, controlled by militaristic philosophers, it is inevitable that there will follow in adult life bloody scenes, men jabbing, stabbing, thrusting, cutting, mashing their fellow human-beings. If plastic child minds are thus moulded, a nation must, in manhood, expect war, with liquid fire more fiendish than any bit of hell that Dante imagined. It will freshly grasp that, under the law of cause and effect, such a nation must expect to witness such scenes as 4,000 of its picked sons going into battle, with twenty-seven hours afterwards all killed but 733.

In the years which follow peace, Germany, as well as the

rest of the world, will learn by whom the war was really commenced, whether its object was defense or conquest, whether this German militaristic propaganda has itself been as much a consequence as a cause—a thing fostered by Germany's position in the center of a Europe still given over to secret diplomacy, to armed camps and nationalistic ambitions; a system which Germany, by going furthest, only reveals in all its frightfulness. The German people may decide that, just as her kings of old looked with longing eyes on the vine-clad hillsides of sunny Italy, so another war lord may have similarly yearned for the warm lands, for stretching of his empire from a conquered Antwerp to a blistering Bagdad. Germany may generally come to believe what many of her liberals assert, that it is eventually all but fatal to a national safety to allow a small handful of men to dominate not only press and school system from kindergarten to university, but even the character-molding play of children, that so are manufactured crushed little Gretchens, cynical von der Haides.

Should the above theory be well grounded, may not our German liberal friends as themselves whether of all the countries in the world Germany, more than any other, does not need as type and instrument of a new scheme of adult life, what we call the American playground, adapted and changed, of course, to conform with her people's own peculiar needs. Will they not see that it is instinct with child relationships needed in their new society, that is caste-obliterating, stands for honesty, which would not tolerate Machiavelian diplomacy; extends this honesty to fair play in team work? If Germany's outlook upon the future is to be through something other than an officer's binoculars, if the trend shall be toward democracy, then can in any other way the transformation from the military caste system be made more surely and organically than through a renaissance of free play?

The American playground utilizes methods which, American in daring, in resourceful inventiveness, are yet almost German in their efficiency. In combating their country's caste-bound thought. German liberals may well turn to methods which are the outgrowth of our peculiar environment and heredity. In America has occurred a crossing of finest types. From Germany as well as from other European states, during many decades we have drawn from the best blood. The men who came were largely like those revolutionists of the 40's. who forsook the Fatherland to break with tyranny. They were men, instinctively pacifist, who sought to avoid military service. Even up to the late eighties many who came here were those who wanted the privilege of their own religious thoughts. These strains intermarried with descendants of those younger sons of the English aristocracy who formed the backbone of our South, of stern Puritans on the rocky New England Coast, of Huguenots, of Quakers.

Sons and grandsons of this blending have successfully attacked many problems. They have made America synonymous with mechanical invention. They have given this present war, for example, almost every widely used device from submarine to machine gun. The caterpillar, basis of the English "tank," should be credited to a German-American firm. Teuton patience has thus been crossed with French brilliance of thought, with British persistence. They have in turn addressed themselves to the problems of America's rapidly developing, greatly urbanized, tremendously industralized civilization. In the field of social engineering, freed from the encrusted class barriers and environmental obstacles that persist in Europe, they are at work upon the fabric of a new community life. They have recognized youth as the recruiting place for democracy. public education as its training camp. More recently, they have evolved the playground, the use of the public schools as social center, finally the combined playground-school-socialcenter. Here the child, millionaire's son or orphanage inmate, stands with his fellows upon common ground. Nowhere are caste lines more thoroughly obliterated.

The playground evolved by these melting-pot men stands for even more than caste destruction. It stands for the preciousness of each young life-mot as a cog in a machine, but as a bit of a universe in itself, and it stands for a fraternal relationship of that life to all others—for freedom linked with considerateness for organized liberty. It stands for playing the game squarely. On the playground, the game is won straight and not by doubling back upon itself. That "scrap of paper" exclamation could hardly have come from the brain of one trained to group action on diamond or gridiron. A blasted Belgium could hardly have come from a boys' gang which had woo its way from bullysim to club leadership. The contempt for human values in the mother love of a mountain woman had in prophecy the treatment of a whole lowland folk.

With all its faults, Germany's splendid team work has amazed all the world. Nationally powerful, it needs only the straight-dealing, castel-eveling principle which lies at the bottom of human fellowship, to make it pregnant with wonderful possibilities for pomorrow's progress. This is what the American playground offers in compact, usable, organized form for the consideration of those liberals to whom America hopes post-bellum Germany will entrust the education of her Gretchens and her vou der Haidee.

## The Housing of War Workers

Lessons from British Experience for the Fulfilment of an Urgent Task

By Bruno Lasker

OF THE SURVEY STAFF

HE VIEW of housing reform as primarily a matter of minimum standards and administrative measures, of thickness of walls and building regulations, and the absence of an intelligent public opinion on constructive housing reform as a means of assuring for the whole population an adequate supply of satisfactory dwellings, have unfortunately long been characteristic of this country. The assumption is yet made by many, with too little inquiry into the underlying economic facts, that the workman with a comparatively comfortable income, the skilled mechanic, is best housed by the normal operation of demand and supply, and that in his case individual

home purchase is the only satisfactory method of financing that operation.

The fact here as in the industrial countries of Europe (ascertained by the writer a few months before the war in Great Britain, Holland, Belgium, Germany and Sweden) is that the construction of all classes of workmen's houses, owing to general economic causes, had even in peace times fallen being the demand nearly everywhere. The kind of investment which in times past went into enterprise of this kind has been largely diverted into other, more attractive channels. Since the outbreak of the war, of course, the situation has become much worse, but the conditions which here as in Europe retard

From "Houses for Workers," Technical Journals, Ltd., Landon



ONE OF THE BEST GOVERNMENT VILLAGES FOR MUNITION WORKERS

Note the economy of street plan, providing wide thoroughfures where needed, but giving the majority of houses only inch access as they actually require; note amount of garden space given to each house, and the grouping which does away with long, monotonous frontages and gives each house a pleasant outlook. Here the British Government is not only manufacturer and builder, but city planner as well.

building enterprise only aggravate those which have existed previously.

The concentration of working populations in munition industry centers merely accentuates a greater mobility of labor which everywhere makes house investment more precarious than it used to be. The present industrial boom, with its danger of a time of deep depression to follow, only foreshadows on a larger scale one of the fluctuations of industrial enterprise which have become so frequent and so severe in recent decades, at one time leading to extreme optimism, at another making real estate of the kind here considered a drag owing to the vast amount of unemployment. The increasing difficulty of the small speculative builder-and it is he who in the past has supplied the millions with homes, not the large contractor-to secure land and material at reasonable prices at times of general activity, just now the general complaint, was sufficiently evident in peace times. Most important of all, investment in house property, whether for occupation or for renting, has lost its attraction to large groups of persons who in the past were the principal holders of such property. It may be that here and there, owing to special circumstances or inducements, the number of home-owning workingmen has increased; the general experience is that they regard freedom of movement as more precious than ever before and are less inclined to limit that freedom by the ownership of realty to a particular locality.

Other small investors who, in the past, have looked with special favor upon savings stored in house property which was tangible and seemed more or less "safe," have to no small extent lost that sense of security; partly, perhaps, because with the greater activity of health and housing commissions the life of the average small house has been reduced, but more because changes in the physical and social aspect of a neighborhood have become more rapid. Moreover, at boom times, while it is more difficult to secure mortgages at a low rate of interest, the attraction of comparatively safe industrial investments to the small saver, on the other hand, becomes greater: he realizes that without greatly endangering his safety he can get better returns and at the same time get rid of continual

personal responsibility and anxiety in the matter of repairs and rent defaulters. For those who shun all risks, the war loans have provided a new field of profitable investment not previously in existence which, to some extent, must also have come into competition with the financial demands of housing enterprise.

Thus, it is not alone to the poverty of the low paid worker who cannot afford to rent the cheapets sanitary house which it is possible to build that the shortage of houses is due. Nor is this shortage limited to large cities or to this country. It is a common experience of industrial countries and only aggravated but not caused by the war. This should be kept in mind in the discussion of possible remedies. For, although obviously the immediate need is for the provision in one way or another, but without fall, of adequate accommodation for those engaged upon war industries, that task cannot be met adequately unless it is understood in its proper setting.

The Committee on Housing of the Council of National Defense, in its recommendations (see the Suavry for November 17, 1917), nervously limits its proposals for government action to the war emergency problem and deliberately goes on record as opposed to any general measures for federal support, in any form, in aid of housing for workers not directly engaged upon government war work. "To us," says Charles Harris Whitaker (Journal of the American Institute of Architects, December, 1917) "this strict line of demarcation is only another evidence of lack of imagination, Who can say where production of war munitions is being sacrificed by a house shortage? It may be at the mine or the ore-bed, or at any one of ten thousand points where the little streams rise to fill the river of industry. It is scale that we lack. It is imagination of which we are lamentably short."

The facts pouring in from the yarious munitions and shipbuilding centers leave no doubt that the ordinary processes of commercial building do not now satisfy the demand for house room even on the part of those well able to pay for what they get. There is every sign, further, that, the present unprecedented movements of population quite apart, speculative building enterprise here as in Europe has for some time fallen behind the needs of many different classes, not only the very poor. We shall not attempt in this article to give an account of the actual shortage of houses. No general figures are available, and only crude estimates have come, so far, from individual localities. A few typical illustrations must suffice.

"Getting good labor," a special advisory war shipping committee of the New York Merchant's Association found, "is a problem aggravated by the lack of housing and transit facilities. One shipbuildrem who wants two thousand workmen says he could easily get her amounts of capital into plant colargements that they are prevented from Investing in houses, and private builders will not construct houses because of high cost of materials. . . . Several of the new shippards here are being constructed in undeveloped sections where statements of the property of the control of the c

The Fore River plant in Quincy, Mans, has increased its personnel from \$,500 to 1,000 and by the middle of February expect to employ some 2,000 more. An additional plant to be built by this complete to the plant of the Aberhaw Construction Company has greatly increased its personnel, and there are now many more employes than the community can house, in spite of every effort of the Board of Trade and real estate brokers to cope with the situation. Here also, the high cost of building materials is given as the principal factor in delaying

house construction, and federal aid has been applied for.

From Newark, N. J., likewise, comes the news that the shipbuilding companies in contracting to build ships for the government did not allow for expenditures to house thousands of men. One corporat now employing 2,000 men, with daily additions, expects shortly to have 15,000 men at work. Another, with a wooden ship building contract, has about 500 men at work and when in full operation will have 2,000; while a third plant for its full operation will require 5,000 men in addition to 1,000 now at work. The Newark Board of Trade is looking forward to a need, in the immediate future, for mmodation to house 25,000 more workers, many of them with families, and this at a time when most of the industries of that city are working full steam and require their own quota of new employes and houses. Here also contractors cannot obtain building materials at a figure which they consider reasonable, nor can they secure sufficient funds for investment in so speculative an undertaking as the housing of war contract workers. The shippards, for the most part, are situated away from existing developed areas, and transportation facilities are lacking which might help to distribute the additional population over adjacent townships. The problem in Newark is complicated by the large Negro element in the new army of workers, many of them recently immigrated from the South, unused to the climate and to northern standards of home life.

In Pennsylvania, especially all along the Delaware river, the housing horizage already has become acute. In spite of better transportation facilities which enable a considerable proportion of the workers in new and extended plants to crowd into Philadelphia, Chester and Wilmington, the immediate surroundings of the new arc contract works and shipbuilding plants are severely overcowded. The taking of lodgers is even impressed as a patiotic beyond the needs of their own members. During the last few weeks, complaints have become numerous that war contract work is actually bely up for lack of workers, and that this lack is due to inability to house them. In Pennsylvania, as in Connecticut and probably claswere, the labor turnover in war plants and shippards is proving great, in spite of relatively high wages, that special steps have been entired to be a supersylvania of the supersylvania and the long and tedious journeys to and from work involved for many employes are given as prominent causes of disastirafaction.

The war-time problem may, then, briefly be summarized as follows:

Overcrowding and long, tedious journeys to and from work menace the health of employes in war contract works and shipyards, as well as in many other plants indirectly contributing to the military preparations and operations of the country. They also threaten the efficiency of labor and make for dissatisfaction and a large labor turnover which is costly and binders output.

The original populations in centers which are undergoing, a marked industrial expansion are threatened in the same way. Lodgers are taken where there is no room and where home conditions are unsuitable for such a purpose. The normal housing needs of the people are unprovided for. All social

resources of the community, including educational and recreational facilities, are strained.

While in many cases large employers and chambers of commerce and similar bodies have taken a keen interest in this situation and are planning the erection of suitable houses, sometimes by the organization of corporations for that purpose, these plans in some cases have not matured owing to financial and other economic difficulties and, in nearly all, are absolutely insufficient in scale.

State and municipal authorities feel and are, for the greater part, powerless in face of this new danger to the public health and wellbeing. Apart from providing certain administrative facilities, they are unable to aid the industries concerned in providing for the homeless; nor do their legal and financial powers enable them to take in hand directly the housing of any considerable number of workers. Even if they had such powers, they have no experience and no influence on the conditions which make the financing of emergency housing schemes a risky investment.

The war emergency, obviously, is national in origin and character. The risk of loss connected with the erection of houses which may no longer be needed when the war is ended, therefore, should obviously fall upon the national government. The War Department, while blamed by some for not taking into consideration the relative amplitude of housing accommodation in the distribution of contracts, as a matter of fact had little choice since the shortage-considering the numbers of workers involved-owing to the general slump in house-building was bound to occur wherever large contracts were placed. But undoubtedly the federal government has a moral obligation to see to it that the hundreds of thousands, eventually probably millions, engaged upon industrial processes vital to the successful prosecution of the war, are not crippled in health, exploited by profiteering landlords, or injured in their home standards.

The problem at present experienced in the United States does not materially differ from that which earlier in the war presented itself to the other belligerents. What Germany has done to ensure good living conditions for the personnel of her war industries has not so far become known; but we may be sure that the great skill and ingenuity of her municipal and housing experts has been called into service. In France, the war-time housing problem has led to some interesting experiments, a typical example of which will be described in a forthcoming issue of the SURVEY. Our chief model of a remarkable constructive program and its development, however, comes from Great Britain. It is here that conditions at the outbreak of the war and the task confronting a nation have been most similar to our own; and for this reason we may learn from it most that will be of use in the present emergency.

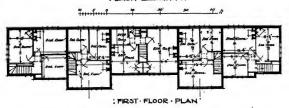
The whole setting of the British war housing program has been described so vividly and accurately in an article which has just appeared that I can recommend it to the reader instead of attempting to duplicate the effort. I am referring to a supplement to the December issue of the Journal of the American Institute of Architects, by Frederick Ls. Ackerman, or. citied What Is a House? (The Octagon, Washington, D. C., price 30 cts.); being part IV of a series of articles commenced in the September issue of that magazine. This author, after visiting in October a score of British munitions plants and the housing estates built up in their vicinity, has come to the conclusion that the pre-war situation as regards public provision for housing in England, public interests and actual achievement, but most of all the body of legislation and the administrative machinery in operation, were so different and the continuity of the co

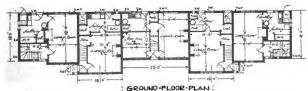
From "Houses for Workers," Technical Journals, Ltd., London





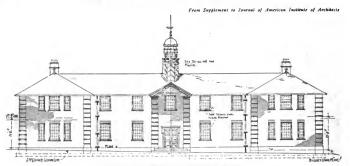
#### : BACK - ELEVATION :





BLOCK OF FIVE HOUSES

Government Housing Scheme, Well Hall, Eltham, Kent. Similar permanent shells are also provided for the temporary housing of unmarried workers, to be converted into a terrace of several one-family houses after the war.

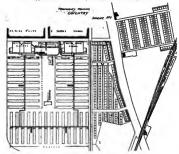


PRONY ELINATION, GERNA INSTITUTE FOR WAR WORKERS
"This building, logether with the Public Hall at Gretna, serves at he axis around which the social activities of the community revolve. The central hall with its stoge is constantly in use for entertainments of various sorts and for dencing. The floor in general serves as a club for the men, while the second floor is a club of or women. This building represents a new idea introduced into the social life of British industrial communities, and its effect upon the employes is watched with a great dead of interest throughout Great Britain."

ent from the situation here that similar results could not be anticipated from a mere copying of the emergency measures adopted since August, 1914. He says: "When the war broke, and as soon as the urgency of housing facilities was made manifest to the British authorities, they quite naturally turned for assistance directly to the existing mediums, for during the days of peace, under the powers and authorities already set up, these mediums had been more or less canable of meeting the needs of

From Supplement to Journal of American Institute of Architects

normal conditions."



NAY-OUT OF TEMPORARY HOSTELS AT COVENTRY
Plan typical of the cartifur development of hostels. Each
of the unit contains approximately eighty individual
rooms. They or connected by passages and share the
dining-rooms and hitchens opposite the works and the
central recreation rooms. This arrangement has been
improved upon in more recent plans which provide selfcontained units with kitchens, mest rooms, etc., and with
three wings, one for each shift of workers who are thus
a surved undividuabed rest.

Curiously enough, the first housing law passed after the outbreak of the war had for its purpose a social aim which was only indirectly related to the impending shortage of houses for war workers, which few people at that time foresaw in anything like its subsequent magnitude. The government, as a result of the recommendations made by Mr. Lloyd George's Land Enquiry Committee, was at that time engaged upon the preparation of a bill greatly increasing the proportion of capital which might be lent from the Treasury in the furtherance of housing schemes, whether conducted by municipalities or by so-called public utility housing societies (organizations limited by law in the rate of dividend which they are permitted to distribute and subject to special state control), and extending the period of repayment. was hastened through Parliament for the purpose of preventing a slump in the building industry which threatened to throw out of work large numbers of men engaged in it. It carried an appropriation of £4,000,000.

As regards the general shortage of houses, it was thought that the large number of men serving with the colors would reduce the demand for new houses. But, according to Henry R. Aldridge (After-War Problems, reviewed in the Sunvey for December 1, 1917), "those who made this forecast failed to take into account the determination of soldiers' wives to keep their homes intact and ready for their husbands' return at the close of the war." Speculative building activity ceased almost entirely, and the general shortage became so intense as to lead to a rise in rents and to dissatisfaction which the recent Commission of Inquiry into Industrial Unrest found among the most widespread causes of unrest. Another factor of importance was the general rise in the rate of interest which led to the withdrawal of many mortgages, with consequent embarrassment and serious loss for small home-owners.

So far as the new industries were concerned, the effort at first was designedly temporary and improvised. Very quickly large suburbs of closely packed temporary wooden structures appeared; some of them planned to house families, others of the hostel type to provide accommodation for unmarried men and for girls. But even these temporary colonies were

From "Houses for Workers," Technical Journals, Ltd., London



Government Housing Scheme, Well Hall, Eltham, Kent. These are permanent houses, laid out by an attractive city plan, which mark a great departure from the barracks which of old provided a roof for the emergency worker, and the dreary "company houses" of American industrial subscience.

planned with skill and foresight. The spacing of the houses, though not generous, was sufficient to allow an unimpeded access of air and light. Streets were laid out economically, but with due regard to traffic needs and convenience. In their way, the bungalows and hostels built around the plants represented an advance over similar barrack structures provided in past emergencies. From the beginning, the comfort and social needs of the dwellers were given due consideration. Dining and recreation rooms, together with kitchens and the quarters of women superintendents, were provided in separate blocks; and much effort was made, especially in the case of girl workers, to render life in these hostels as homelike and natural as possible. (For a fuller account of this phase,

see an article by Theodora Roscoe, How Girls Live in a Munition Hut Town, in the English edition of the World's Work for August, 1917.)

In three years of hustling activity and thrilling human experiences in these new towns, the type of accommodation and the method of bringing it into being has enormously improved. First, as regards actual construction, it was found that the large domintories with central dining and recreation rooms had no compensating advantage in the matter of economy over the socially much more desirable division of the groups of hostels into smaller, self-contained units, each with its own dining and social facilities and with a more intimate relationship between the workers and those in control.

From "Houses for Workers," Technical Journals Ltd., London



TEMPORARY COTTAGES (HUTMENTS) FOR MUNITION WORKERS, ELTHAM, KENT Cheap, but sanitary and comfortable while they last. A type of building now discarded for permanent cottages

Next, it was found that the wooden structures cost nearly as much as permanent houses, and that it was possible to build the latter in a form more secure against the risk of non-use after the end of the war by planning them in such a way as to render easy their later conversion into cottages for family occupation. In this way, a new type was evolved, the "cottage shell," enclosing in its permanent outer structure (usually of brick, sometimes of concrete blocks) a complete hostel unit, but so arranged that the shell can at a comparatively small cost be converted into a group of four, five, or six one-family houses, each with separate access and containing at least one large living room, kitchen and three bedrooms.

As regards single houses, the widespread endeavor among English architects in recent years to produce at a minimal cost a house containing all the necessary elements for a wholesome and comfortable family life, the many experiments in such building conducted up and down the country, and the keen public and official appreciation for these efforts, provided a total of experience which soon bore full fruit when applied to the new task. There was no need to revert either to rule of thumb or to academic theories in building up the war cities. The most striking fact about them-which we can here only illustrate very inadequately-is the absence of all monotony in design, the imaginativeness and skill in the use of materials and of the natural conditions on and around the various housing estates, the close and sympathetic adaptation of cottage plans to real household needs. To many observers, the severity of architectural treatment imposed by the need for economy has given to these towns and suburbs an even greater charm and character than those possessed by the prewar garden villages and suburbs which till then had been the world's models of successful housing for families of small-

More important, however, than the advance in ideas of construction and planning since the first few months of the war has been the development of ideas on the economic aspects of the project. It is in this respect that we have most to learn from the British experience. For, the very methods now advocated by many of those who urge federal participation in the supply of houses for war workers have been given up in England as ineffective—or, at least, have had to be supplemented by others,—and this in spite of the fact that these methods had behind them a long history of successful operation and were more completely a normal governmental function than they could rapidly become here.

Even the liberal provisions made for loans by the treasury in November, 1914—the details of which are unimportant—proved wholly insufficient to bring about the desired results. The initiation of large scale housing schemes by municipal bodies proved slow and hedged in by many restrictions and conventions, many of them created by Parliament itself in prewar days to hinder so far as possible the investment of public funds in wild-cat housing schemes. It is true, a number of excellent examples of modern housing have been created by these means in the course of the war, and only a week ago we read in the papers that the always progressive city of Bradford is preparing plans for the creation of six model garden suburbs on the lills surrounding the city. But the very desire to create something of outstanding merit as compared with the older industrial areas of these cities slowed down the process.

The experience with the public utility housing societies was no better. These are mostly of the copartnership type, financed partly by instalment payments of tenant shareholders and partly by outside capital, the shareholders being renters of the llouses they occupy while they acquire an interest in the

concern as a whole and, in the capacity of investors, participate in the general increment earned by the community. The garden villages created by these societies previous to the war embody the best architectural and landscape gardening features applied to working-class housing to be found anywhere. They vary in size from estates with a score of houses to those providing for an eventual thousand or more. The economic and social advantages of this cooperative form of housing enterprise are well summarized by Robert Anderson Pope in an article in the New Republic for November 24. The experience during the war has been, however, that in spite of large government loans at a low rate of interest, the indispensable margin of capital could not, in many cases, be obtained.

The difficulty of finding investors who would be satisfied with a return of at most 5 per cent was considerable even before the war and hindered the progress of many projects. Sometimes local employers were willing to advance the necessary funds from obvious motives of self-interest, but the danger that the control of the undertaking might thus slip into their hands was keenly appreciated by those who desired to see it placed from the outset upon a basis of absolute democracy; and this form of capitalization did not, therefore, find popular favor.

To cut a long story short, not to mention the various stages by which the British government tried to advance the building of houses by making conditions more and more liberal, by undertaking, in some cases, the complete financial responsibility of new enterprises and, in others, by advancing funds to private employers for the construction of houses for their own employes, the conclusion was reached eventually and is now most widely held, that the housing of war workers on the necessary scale can only be accomplished by direct government action. "The opinion was practically unanimous," says Mr. Ackerman, "in favor of state initiative, state construction and state operation."

The task is now generally conceived in England to have outgrown the possibilities of local initiative, to have become part and parcel of the national effort to win the war by a close coordination of all the elements which make for a maximum output of war material. The government, in the building of its huge munition plants, some of them covering square miles of ground, had shown its ability to cope with constructive projects of any magnitude, cutting through red tape, where necessary, always superimposing the supreme interests of the state over the conflicting interests of private corporations and local public bodies, and using the whole of its machinery in the single endeavor to equip the industries which feed the army with everything needed to guarantee a continuous supply of labor and everything to maintain that labor in the maximum of efficiency.

This approach to the constructive housing problem, in England, is decidedly a new one. Sanitary and philanthropic reasons, in the past, were the principal sources of dynamic behind the lousing movement. Considerations of efficiency only here and there stimulated an exceptionally progressive employer of labor to provide for his workers healthful and comfortable homes and surroundings. The most important lesson of this British war housing experience for housing reformers the world over is that the demands of efficiency, conomy, public health, philanthropy, art and healthy family and community life, when rightly understood, are not contradictory but lead to identical results.

Government housing in England, according to all accounts, has proved a huge success. In Germany and other European countries, the housing of state employes by the state has for long been practiced with excellent results, and, in some cases, set up such models of good housing as to level up the general public standard in this matter. England, after pioneering in various other forms of public provision for meeting the lack of houses, was forced during the war to adopt the continental plan for employes in state munition plants. Side by side with this direct provision, however, the other tried methods also have been used to their full capacity. Anyone who would suggest in England today that the housing of employes in private munition plants and shipyards might be left to private employers with, perhaps, a little financial aid from the Treasury, would be greeted with derision. The thing has become as vital a public concern as the equipment of the army itself.

It is not intended here to plead for direct government housing in the United States as against any of the other possible means of financing and carrying out housing schemes for war workers. The success of His Majesty's Office of Works cannot be duplicated here by simply appointing a housing commissioner with similar powers. This article is intended rather as a plea for openmindedness in the discussion of the various possibilities. It would be wasteful to neglect any of the channels through which good housing schemes have come into existence in the past few years; and among these the housing enterprise of large employers for their own employes has taken a prominent place. On the other hand, here as in England, the economic situation operates in opposition to a great extension of such enterprise. Even with a liberal federal loan system, there is no reason to believe that the need for more houses can entirely be met in this way.

If English experience has any value at all for us in this matter, it seems clearly to point in the direction of the nation itself shouldering a burden which has become too heavy to be carried by employers and individual communities alone.

### HOME SERVICE

## The WORK of the AMERICAN RED CROSS in the UNITED STATES

By W. Frank Persons

DIRECTOR GENERAL CIVILIAN RELIEF

EN may be the best soldiers in the world, but if things are not well with their families at home they lose efficiency through worry, and the morale to fail. Every report from the training camps and from the French front mentions the excellent spirit of our troops. Will they maintain this morale while thousands of miles from home, through trench life and battle, to the victorious end?

It is regarded by the American Red Cross as the partiotic, duty as well as the humanitarian opportunity of its Home Service workers to care for the lonely families of our fighting men. It is to be remembered that they soon will be "fighting men" in real earnest. Not only our enemies, but our allies, and the American people as well, will be watching them. They must be encouraged to "carry on" without faltering. Their families must not be allowed to bear personal privation and so to double the willing sacrifices they have made.

To our soldiers and sailors the Red Cross means hospitals, doctors, and nurses when they are sick or wounded; hospitality and recreation when off duty in France or at American cantonments. To their folks at home the Red Cross must mean, no less surely, the neighborly counsel and aid which will keep them in good spirits, health and comfort. The Home Service of the Red Cross must be the nation's assurance that no enlisted man's family shall suffer for any essential thing that it is within its power to give.

More than this lies within the opportunity and duty of Home Service workers. They must help the family to keep pace in ambition and achievement with the man who is surrounded, often, with new chances for education and advancement. One Home Service section is caring for the large family of a naturalized citizen who enlisted as a private, but is already top sergeant. He has made good in a renarkable fashion. It is obvious that he would be disheartened and discouraged if he should return to find his family in the same forbidding home life in which he left them. They have been moved to pleasant, comfortable quarters. The wife and children will have the recreation and the advantages which will assure a home life worthy of this soldier's ideals when he comes back.

The Home Service work of each Red Cross chapter involves the definite and serious responsibility of safeguarding the welfare of broken homes, of eliminating so much as possible of the unfortunate social consequences of war, and of helping to maintain the morale of our fifething forces themselves.

In this program of Home Service the Red Cross has been cager to enlist the services of all in this country who are engaged and interested in social work. This desire has not been disappointed. Everywhere the churches and schools, the hospitals, the medical profession and the many social agencies have contributed generously to the success of Home Service. Particular mention should be made of the services so freely given by trained social workers. They have come from every field. The number is every day increasing. They all work under the Red Cross flag.

No attempt has yet been made, as should some time be done, to write the muster roll of those who have so earnestly rallied to this patriotic service. But in one field, the facts, in part, are at hand: The Charity Organization Department of the Russell Sage Foundation has asked each charity organization society in the United States to supply a list of staff workers, members of their central boards, and other volunteers who have been engaged in Home Service for the Red Cross. The replies from 151 societies show that they have contributed 404 workers to this work, of whom 181 were taken from the paid staff of the societies. In addition, 202 other workers were engaged in other Red Cross activities, so that out of a

total of 912 persons reported by these charity organization societies as engaged in war service, 606 were engaged in Red Cross work.

The Red Cross gratefully acknowledges the invaluable assistance not only of the trained personnel of social agencies who have entered its service, but also of the regular work of these agencies themselves. It is realized that their equipment and experience and skill must be utilized in the work of Home Service, and that their work must not be weakened or duplicated. The Red Cross knows perfectly well that social agencies must be maintained in full efficiency and their resources augmented, both now and after the war. No matter what the Red Cross may be able to do, their problems will be greater than they have been as the war goes on, and when it is over broken families and shattered men unable to pursue their usual occupations will increase social problems.

The present emergency of war should be made the occasion for the building up of a much larger membership for social agencies than has yet existed. It is believed that this is possible and probable, because many in each community are now conscious of a social responsibility not recognized before. The number of givers to war charities, especially of small givers, is increasing. The number of those giving volunteer service in many patriotic societies is rapidly growing, also, and in this lies the greater assurance of a wider, permanent and

intelligent interest in the maintenance of social 'welfare through public and private effort.

With grateful acknowledgment of the help of social workers from every field and in the desire that their work shall flourish, the American Red Cross, at its annual meeting on December 12, adopted the following resolution:

"The members of the American Red Cross, assembled at their first annual meeting since their country entered the war, express their deep appreciation of the support given to the national society by the local charities of the country.

"Great hospitals have given up their skilled staffs to national service; organized charity has contributed its most experienced and efficient leaders. The regular supporters of local charities have been among the largest contributors to the Red Cross war fund. The resources of our home charities must not be hereby diminished. It is more essential now than ever before to maintain them to their full efficiency.

"We know that this means larger giving both of service and money. But we are confident that the American people are ready to make the greater sacrifice. Red Cross needs abroad must be supplied, but not by withdrawing support from the needs of charity at home."

In short it is the earnest hope of the Red Cross that existing agencies doing useful work shall have increased membership and larger resources and become much more influential in their respective communities.



## COMMUNITY CELEBRATION OF THE CAPTURE OF JERUSALEM

THE CRUSADERS by Gade, rendered by the University Oratorio Society of lows with its one hundred voices and orchestra of forty, was made the occasion of a community conservation to social service. The oratorio was performed before a large audience, in which Jews and Geniller, Catholics and Protestants, different national groups and patriotic orders had ceremonial representatives. Seated in the Front were the Catholic priests, the Protestant pastors, the Jewish delegates, And marching in Juli regalia came the Masson, whose order dates back to the building of Solomon's temple, followed by the Knights of Common Corpt, the D. A. R., and the Catholic priests, of the Magnetic Corpt, the D. A. R., and the Catholic Protection of the Catholic Protection of the Magnetic Corpt, the D. A. R., and the Catholic Protection of the Magnetic Corpt, the D. A. R., and the Catholic Protection of the Magnetic Corpt, the D. A. R. and the Catholic Research of the Magnetic Corpt, the D. A. Cantolic Color the Catholic Corpt, the Catholic Corpt, the Catholic Common of the State University, toth its six hundred and sixty-six stars for the men who have gone forth, two unfurled.



#### MILLION GOVERNMENT RAILWAY MEN

BOUT one and one-half million railway employes, including the 400,000 members of the four brotherhoods, on January 1 came into relations with the government that must profoundly change their industrial status. Whether they will be considered as government employes remains to be seen, but it is evident that their rights and obligations must be profoundly affected by the action of President Wilson in taking over the direction and control of the railways of the country.

The government has never before been confronted with a labor problem of such magnitude. The post office em-ployes, hitherto the largest single group, are numerically of far less importance. For another reason the situation with which William G. McAdoo, the director-general of railroads, will be confronted is quite different from that which Mr. Burleson is facing in the post office. Unionism is just getting under way in the post office; it is hesitant and uncertain of its rights. Mr. Burleson fears and opposes its extension and decries the effort to secure a wage advance for men who have not had a raise in ten years [the SURVEY for December 22].

There are a dozen or so organizations of railway employes, all of which have acquired the habit of making more or less peremptory demands from time to time. The 400,000 members of the four great brotherhoods have had several wage increases in the last ten years and demands for a further increase are now pending. Furthermore, they come with all the prestige and confidence bred of successful experience in dealing with the railway executives, culminating in their successful coup of 1916 which led Congress to enact the Adamson law [see the SURVEY for September 9, 1916, p. 577, and article by John A. Fitch in the SUR-VEY for September 16, 1916, p. 599].

That the brotherhood chiefs will recognize that different policies must be adopted under the new regime is generally believed. The postal unions frankly

concede that they have no right to strike. Whether or not the same view is taken by the railway unions, their future tactics and the attitude of the government toward them will be interesting to watch. In a statement given out on December 29, Mr. McAdoo, in addition to providing for joint use of terminals and rolling stock by the different roads, had the following to say in regard to employment: 'Any officer, agent or employe desiring to retire from his employment shall give the usual and seasonable notice to the proper officer to the end that there may be no interruption or impairment of the transportation service required for the successful conduct of the war and the needs of general commerce."

A few figures may serve to indicate the size of the new responsibility undertaken by the government. The total railway mileage in the United States, counting double-track roads as single lines, is in excess of 255,000 miles. There are, in the whole of Europe, only 215,000 miles of railway lines, and the largest state railway system in any single country in the world is that of Germany with a total length of about 36,600 miles. There are about 687,000 miles of railway lines in the world, of which 224,000 miles are state owned.

Kirby in New York World



UNCLE SAM'S NEW UNIFORM

#### HOUSES FOR SHIPYARD WORKERS

E DWARD N. HURLEY, president of the Emergency Fleet Corporation and chairman of the Shipping Board, has published a letter addressed by him to Senator Fletcher, chairman of the Senate Committee on Commerce, in which he requests an appropriation of \$35,000,000 for the erection of houses at shipyards. The Emergency Fleet Corporation disposes over \$10,000,000 for the building of workmen's houses at the three government plants. The new sum asked for is for the building of houses at private yards.

The Shipping Board intends to supervise the construction of these houses, but to leave their erection to private concerns lending them the funds necessary for that purpose at 4 per cent. Quaintly, the electric lighting of the shipvards to permit night work is mixed up with the housing proposition and is to be dealt with in the same way and from the same appropriation.

The proposals of the Shipping Board are based upon the advice of the War Industries Board's Committee on Housing, of which Otto M. Eidlitz, of New York, is chairman, and upon that of the board's own advisory committee "which thoroughly investigated housing conditions at the shipyards and recommended some action toward relieving the situa-Whether Mr. Hurley's plan exactly represents the recommendations of the two advisory committees is not clear from his communication. That the huge sum asked for is not all to be spent upon company houses of the familiar uninspiring type appears from the following paragraph of the letter:

"We are treating the housing proposition from a very broad viewpoint, and in all cases where community sites are being planned are providing all the social, moral and artistic features that will add to the social, moral and physical well-being of the shipbuilding employes. who will live in these communities. While protecting the investment of the government, we are also adjusting the



### We Must "Follow-Up"

The story of the Gallipoli withdrawal is a tale of inadequate apport. Like Salamanders clinging upport. Like Salamanders clinging upthe red-hot bars of a fiery furnace, the boys of Australia and New Zealand clung to the slopes of Anzac. Desperately, heroically they clung. No troops under any circumstances ever displayed greater soldierly qualities or upheld more sacredly the best traditions of England's Army. But they had to withdraw because the "follow-up" was not there.

To some of us it has been given to march with the columns of troops that go to France. And to others it is given to wave Godspeed. But he who marches and he who stays is equally a citizen of the world's mightiest republic and equally responsible for its success in this greatest of undertakings.

Then let us at home turn from our flag waving and consider how necessary we are, how useful we must be. Those who go to fight cannot hope to win by naked bravery and we cannot hope to win unless every individual at home does all he can. We must have no Gallitoil.

The Bell System is only one of the myriad great and small industries which are co-operating that nothing be left undone to keep a constant, efficient stream of men, guns, ammunition, food, clothing and comforts flowing to the front.



## AMERICAN TELEPHONE AND TELEGRAPH COMPANY AND ASSOCIATED COMPANIES

One Policy

One System

Universal Service

rents, purchase terms, etc., on such a basis that they will be within normal reach of the men who will occupy these houses."

The letter confirms the general picture of insufficient housing accommodation given in another part of this issue. For instance:

"Baltimore, which is about ten miles from the shipyards (at Sparrows Point) is cooperating with the United States Shipping Board to the fullest extent and is giving invaluable assistance in helping to place the shipyard employes in homes, rooms and apartments. The demand for immediate action became so apparent, when the situation was thoroughly investigated, that the Shipping Board decided to start construction at once at the most critical points."

The Shipping Board is building up its own housing organization in conjunction with the Committee on Housing and, in order to lose no time, has provided offices and salaries in the hope that Congress will realize the necessity for these expenditures and provide the necessary appropriations. It is a little shocking, perhaps, to hear further of "standard town plans" as well as standard houses

which are being prepared to advance matters as far as possible with a view to the appointment of an independent housing commission by Congress which later on will take over the necessary housing for all branches of the government. A bill embodying that recommendation is being prepared by the Housing Committee of the Council of National Defense.

"Housing facilities," says Mr. Hurley, "must be obtained for the large army of labor that must like where the government's operations are being conducted on such an enormous scale, and should be coordinated and standardized in one commission for all branches of the government."

#### BETTER THINGS AT CAMP BOWIE

THE following extract from a letter written on December 27 by the Texas State Board of Health shows that the "acceleration" of sanitary measures hoped for in last week's SURVEY [page

371] has begun:

"As to the excessive morbidity rate at some of the cantonments in this state, particularly the one at Fort Worth. Camp Bowie, I am convinced that the trouble cannot be attributed to the type of men or the climate, and I am in full accord with the surgeon-general, Dr. Gorgas, and our state health officer, Dr. Collins, in attributing it to inadequate hygienic and sanitary provisions. For instance, until just recently, I understand, there was no arrangement for hot water at the hospitals of this camp, and I do know from personal observation that there was no severage.

"The toilet facilities consisted of several ordinary pit type of privies, lecated from two to three hundred yards from the hospital building, and to these the sick men had to go, regardless of the weather conditions. Of course, for those too weak to leave their room, the bed-pan was used. I mention this in detail because it was the most glaring of all the sanitary defects. The others were the lack of overcoats, woolen underwear and too many men to each tent.

"I understand now, as a result of the visit of General Gorgas to this camp, that these conditions have been remedied, and I do know that there is now a considerable decrease in their sick rate. I do not mention this in any spirit of criticism in our administraton, for 1 think that their accomplishment for preparing our country for the great struggle is really marvelous when you consider what has been done during such a brief period. I think these defects are due to a lack of appreciation of sanitary measures among the general line officers. As you will recall, they, and not the medical branch of the service, are re-

sponsible for construction of the camps."

The Official Bulletin of December 20

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gives statistics from the surgeon-general's office as to Camp Bowie, which shows that the sick-rate was very nearly cut in half—four thousand and more cases of sickness for the week ending December 7, 2407 December 14. Instead of 225 cases of pneumonis, there were on December 14 but 114 and 36 cases of measles instead of 844.

### A MOVING SCHOOL OF FOOD CONSERVATION

\*HE cover of this issue shows one of many ingenious devices brought before the people of Pennsylvania by the Food Supply Committee of that state's Committee of Public Safety to present in a striking and attractive form the principal needs and methods of food conservation. Borrowing from the experience of agricultural colleges and state departments of agriculture, Howard Heinz, chairman of the committee named, secured the cooperation of the Pennsylvania Railroad Company in putting on wheels an exhibit carefully got up for the United States Food Administration by E. G. Routzahn and Marv Swain Routzahn of the Department of Surveys and Exhibits of the Russell Sage Foundation.

The food train was scheduled to reach more particularly the smaller towns and cities; and its arrival was prepared for by an advance agent who obtained the cooperation of the local council of defense. Some fifty thousand people in all saw the exhibit in three months, and these, for the most part, were a selected audience, so that the message indirectly reached a much greater number.

One special advantage of the train exhibit is that every visitor passes along it in a given direction; this makes possible a logical sequence of exhibit and demonstration and a concentration of attention often lost in larger expositions. The counters, along one side of the cars only, were raised thirty-six inches from the floor, and the demonstrators stood a foot higher than the people facing them.

The chief object of the demonstration train was to bring home the contribution to the national task of food conservation which an individual household can make and the importance of this individual contribution. Thus it was shown that if everyone in Pennsylvania saved one ounce of sugar, one ounce of meat, two ounces of wheat flour and one-third ounce of fat daily, then in one week enough food would be saved to supply the draft army of the state (60,859 men) with sugar for seven months, meat for two months and flour for five months, and a large quantity of ammunition containing glycerine manu-factured from the fat. This story was depicted with miniature warehouse. army supply-wagon and an encampment

representing the war home of the Pennsylvania draft quota.

The car first entered was devoted to canning and drying. One whole car was devoted to instruction in the use of swed fats and vegetable fats in place of butter and lard. In all the demonstrations it was assumed that the visitors had a general knowledge of breadmaking, cooking, canning and other processes of food preparation, and that they required visual instruction in the details of recipes and methods new to them rather than elementary teaching.

#### DISCIPLINE AND PROBATION IN THE NAVY

OES war produce more punishable offenses than peace by men enlisted in the service of their country? That it does not, at least with respect to the navy, is the evidence supplied by the judge advocate general in his annual report to the secretary of the navy.

Officers in the navy and marine corps six months after war was declared numbered 13,500; ealisted men, 237,000. On March 1 these figures were only 4,625 and 72,000, respectively. Taking the fiscal year as a whole, the average number in service throughout the year was 95,548. In 1916 this was 62,539, The increase, therefore, was 52.8 per.

#### Classified Advertisements

#### HELP WANTED

PHYSICIANS and nurses desiring to join the AMERICAN ZIONIST MEDI-CAL UNIT FOR PALESTINE, likely to sail early in 1918, will please address Miss ALICE L. SELIGSBERG, Acting Chairman, Hadassah, 44 East 23d Street, New York City.

WANTED—Case Workers, Industrial Investigators with knowledge of statistics, Probation Officers for work with girls. Training and experience required of all. Register immediately with NATIONAL SOCIAL WORKERS' EXCHANGE, 130 East 22 St., New YORK CITY.

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HOUSEMOTHER desires position child caring institution. Address 2678 Survey.

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cent; for the average of the three years preceding 1917 it was 59 per cent.

The increase in general courts-martial for the year was much less than this, being only 21.2 per cent over 1916. Summary courts-martial increased only 1.5 per cent over 1916 and 3.1 per cent over the average of the three preceding years. The number of deck courts held was actually reduced.

The policy of rehabilitating naval offenders by probation has only recently been introduced. In the preceding annual report it was stated that 65 per cent of those placed on probation had successfully completed an average probationary period of six months and that it was expected that 35 per cent would completely rehabilitate themselves and be discharged in honorable status at the end of their enlistments. The present report shows, however, that only 36 per cent of the 616 placed on probation in 1916 completed the full year of their probation, and the estimate of those who will ultimately be honorably discharged is reduced to 25 per cent. Probation proved unsuccessful in the cases of 390, successful in 226.

The detention system on board the U. S. S. Southery at Portsmouth, N. H., was abandoned during the year. "No sufficient reason," says the report, "was apparent why the class of younger men previously placed in detention should have special opportunities for rehabilitation which were denied to regular naval prisoners. . The conditions at naval prisoners. . The conditions at naval prisoners by no means too severe for any young man of age and physique enabline him to enlist in the naval service."

It was on the Southery that Thomas Mott Osborne spent a week in voluntary incarceration preliminary to beginning a study of naval prison methods for Secretary Daniels. Mr. Osborne is at present engaged in working out recommendations for improvement in these methods.

#### COUNTRY MOVIES PAID FOR BY THE STATE

THE motion picture has been largely a town and city entertainment. North Carolina has decided to make it a rural one as well. She believes that the fun and experience of the world ought to be brought as close to country folk and those who live in tiny hamlets as to their more gregarious brethren in cities.

The state has appropriated \$25,000 to assist rural communities in arranging for motion picture entertainments. A third of the cost is borne in this way, two-thirds by the local communities. The legislature directed the state super-intendent of public instruction to provide entertainments wherever the people wanted them. A unit consisting of one picture outfly complete, photoplays, an



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operator and everything necessary for one year's service has been found to cost about \$3,000. The county therefore pays \$2,000, the state \$1,000.

The first circuit has been worked out in Sampson county. Ten communities asked for the service for one year beginning November 20. Each of these communities guaranteed a sum not to exceed \$225 and was allowed to choose its own way of raising the money. Every one decided to charge ten cents admission. At some of the entertainments three times as much as the cost of the service has been taken in.

The program running in Sampson county the first part of December consisted of two reels presenting a Boy Scout story, said to be "full of patriotism and German spies"; two reels of a Max Linder comedy, and two health reels on tuberculosis furnished by the State Board of Health. The county health officer made the rounds with the operator, talking a few minutes at each meeting on the subject of tuberculosis and Red Cross seals.

It is a part of the state's plan that the pictures shall take about an hour and a half, and that a half hour shall then be given to holding a community meeting and discussing community problems. The type of man chosen for operator is one who can organize community leagues in the different counties. It is too early to predict the full success of this venture in state aid, but the possibilities are apparent.

The difficulty of obtaining suitable films, the cost of equipment and of exhibiting the films, and the legal requirements regarding fire-proof booths and licensed operators have heretofore made it almost impossible to maintain regular motion picture entertainments in country neighborhoods. North Carolina seems to have met many of these objections. The circuit is covered by means of an automobile which carries the motion picture machine and an electric light plant. Insurance regulations are met through the use of an incandescent lamp. This lamp also solves the problem of licensed operators. So far the average cost of a single performance has been about \$12.

#### BOARDING AND SALE HOMES FOR BABIES

THAT babies whose parents did not want them were bought and sold in a regular commercialized traffic, bringing from \$15 to \$100 each; that these and other children were being placed by the hundreds in filthy, unsupervised homes, where the foster mothers neglected them and some died of sheer starvation; that the women who conducted these homes were ignorant and utterly unfit to be entrusted with the care of children; that some of them were prostitutes and that others drank and

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chewed tobacco; that the babies in these homes were in every stage of neglect and disease, some with rickets, some with venereal and other infectious diseases sleeping in the same beds with other children, some feebleminded, some tubercular; that many of the parents were not interested in what became of their children, and that some of the parents were diseased or criminal; that there was no law to prevent all this, and that the public did not know that it was going on -these are some of the findings of an inquiry in Chicago just completed by

the Juvenile Protective Association, aided by other organizations. The facts have been published in pamphlet form Baby Farms in Chicago, by Arthur Alden Guild], and an ordinance has been passed to prevent the continuance of some of this misery. But only a part of the total wrong against childhood has vet been righted.

In the fall of 1916 the Juvenile Protective Association discovered in the course of its regular work that some of the uncertified homes where children were boarded apart from their parents





JUST PUBLISHED

## A NEW BASIS FOR SOCIAL PROGRESS

By William C. White and Louis Jay Heath

THIS notable study deals with the subject of dividing cities into homogeneous population units as a basis for educational and social administration. It shows how the plan has brought about great improvement in health conditions, and how the same plan can be used for the handling of educational and social problems.

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were wretched abodes. Inquiry of every social service agency in the city elicited the names of 137 such homes, all told. Note that the names of 137 such homes, all told. Note that the names of 137 such homes, all told. Sight unlicensed child-placing agencies, thirreen could not be located, thirty-seven had no children at the time of the investigation, and seventy-two were boarding from one to wenty children each—337 children altogether. Each one of these seventy-two unsupervised baby farms was investigated by the association.

A city ordinance required that homes where more than three children under three years of age were boarded apart from their parents, for a period longer than twenty-four hours, should be licensed by the Health Department. This was the only law affecting baby farms. A home where three children under three years of age or any number over three were boarded was not required to have a license and received no supervision. The only way to remedy conditions in such homes at that time was to file petitions in the Juvenile Court and have the children removed as dependents; and there was nothing to prevent a woman operating a home closed in such a manner from immediately taking other children to board.

The homes were located in every section of the city, in the fairly prosperous neighborhoods, in the best residential districts, a few in basements and shacks in the poorer quarters. The investigation showed that the women operating the homes usually had families of their own to care for, in addition to their foster charges. Twenty-eight had from one to six children of their own, while fifty-seven had either children or adult boarders or roomers. A woman on the South Side had six small children, two adult boarders, an elderly father and crippled husband to care for; yet she was boarding seven small children besides. Five of these were sick at the time of the investigation. No one outside the family assisted this woman with her work. Indeed, outside assistance was practically unknown in all these baby farms.

#### THE FOSTER MOTHERS UN-

THE foster mothers were ignorant and knew nothing of child care. A few had assisted at births, and thought that this qualified them for what they were doing. A number had immoral records; three used intoxicating liquors. In general they were dirty and unitdy. Thirty-two, says the report, were "positivels fifthy." Sleeping accommodations were a menace to health in thirty-three of the homes; in only five was a bod provided for each child. In two homes a child suffering from a veneral disease and a child suffering from rickets were discovered occupying the same bed. In another



a woman who had earned her living as an attendant in a house of prostitution was found occupying the same bed with three little girls. In still another, where sixteen children lived, the water had been turned off for ten days; during that time none of the children had been washed and the stench from the toilet was intolerable.

The children suffered from innumerable diseases. Thirty-three were diagnosed as extremely undernourished. twenty as having rickets, eighteen as venereally infected. Others were paralyzed, crippled, tubercular or so ill that they required hospital treatment. None of the homes had any medical examination of the children on entrance and only one made a pretense of medical inspection while the children lived in them. One eight-months' old baby had been suffering from a fractured arm for more than a week without medical attention. Though the investigators had no way of diagnosing mental defectiveness other than by observation, fourteen children were so feebleminded that their condition was obvious to a layman.

#### POVERTY, A MINOR CAUSE OF THE SEPARATIONS

ARIOUS causes had led to the placing of these children in such homes. Abnormal family conditions were, at bottom, responsible. Nearly a third of the children were illegitimate. Of these, ninety-three were boarded out because their unmarried mothers wished to hide their existence. Fifty-nine were boarded out because one or both parents were dead. Six were placed by persons who gave fictitious addresses and were never heard from again. The parents of four, although married and living together, frankly said, "We don't want the chil-dren around." In only fifteen of the cases was poverty assigned as a reason. The actual placing in most instances had been done by a parent or relatives. Sixteen children were placed by social workers who, says the report, "were apparently not aware of the dangers of boarding children in unsupervised homes.'

Names and addresses of the parents, in most of the homes, were kept on scraps of paper in every conceivable place. Many of the caretakers did not even know where the parents lived. In such cases, if the child became ill the caretaker did not know how to reach the parents. Several children died before their parents even knew they were

Board, paid usually by the father or the mother, amounted to from one dollar to eight dollars a week. The usual rate was from two dollars and a half to four dollars. The children lived in the homes varying lengths of time, over a third having been in their present abodes longer than a year, over a half longer than six months. The homes themselves

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OBITUARY .- With the Old Year, there died a Certain Doctrine known to all men. Once highly respected, even reversed, of late it had suffered a decline which was aggravated by the upset of war, the shortage of food and the heatless days, all of which were charged by some to its account. The end came peaceably at Philadelphia. Many of its disciples were present, and in fact assisted. An obituary will be published in the SURVEY next week. Political science journals please copy,

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were established institutions, all but thirteen of the women investigated having been in the business more than three vears.

The sale of babies was a part of this commercialized placing. Many maternity hospitals were found to make regular charges of fifteen dollars and upwards for disposing of unwelcome children; doctors and others did the same thing. One of the association's officers visited several of the homes with a pregnant woman for whom she pretended that she wanted to find a place. Some of the people in charge of the homes offered to dispose of the child for from fifteen dollars to sixty-five dollars, and said that no questions would be asked and that they did not wish to know the mother's name. It was found that if these people secured an unusually attractive baby, they would sell it for sums ranging from fifteen dollars to one hundred dollars. One woman sold a baby for the latter amount while the investigation was under way, charging twenty-five dollars down and the remainder on the instalment plan. Her trade slogan was: "It's cheaper and easier to buy a baby for one hundred dollars than to have one of your own.

This traffic in babies recalls a similar traffic discovered in Baltimore two years ago by the Baltimore Vice Commission. There clergymen, physicians and nurses were found willing to aid in the transaction [see Just Flickerings of Life in the SURVEY, May 6, 1916].

#### LEGISLATION TO BE SOUGHT BY THE STATE

HE Chicago investigation ended August 1, 1917. In the course of it the association had one hundred and seventysix children removed from their foster homes: seven died from neglect before their removal could be brought about. As a result of publicity given to the conditions found, a city ordinance was passed requiring a license for all homes where more than two children are boarded apart from their parents. The licensing and supervising of these homes, under the ordinance, is done by the city Department of Health. An infant welfare nurse has been assigned by the commissioner of health to assist in the supervision of homes and later, when licenses are issued, the visits of this nurse will be supplemented by regular inspections of a physician.

The association that made this inquiry is one of the most favorably known social service agencies in the country. Mrs. Joseph T. Bowen is president; Judge Julian W. Mack second vice-president; Mrs. Robert Berry Ennis, secretary; and Sophonisba P. Breckenridge a member of the executive committee.

The report of the investigation says that the ordinance above described is Donahey in Cleveland Plain Dealer





RED TAPE AND A WHITE WINTER-WILL THE GOVERNMENT RAILWAYS GET THE COAL INTO THE GRATE?

only a step in the right direction. It declares that every child should be considered a dependent child, and therefore entitled to state support one month after its parents or guardians have ceased to provide for it; that every child should have a guardian who can be held legally responsible for its care. It urges the passage of laws requiring the stricter supervision or licensing of homes where children are boarded apart from their parents, and says that this matter should be put under the State Department of Public Welfare. It would make it unlawful, says the report, for the mother of vidual to place more than one child during one year in the permanent care of another without first obtaining a license from that department, and it would require the registration with the same department of all children placed for board with persons not related to them by blood or marriage.

Finally, the state should make it unlawful, says the report, for the mother or any other person to give away the permanent custody of her child, or otherwise dispose of her legal responsibility for its care, without first obtaining the consent of the Juvenile Court. The exclusive power to issue a decree for adoption should be vested in the Juvenile Court; the court should require a thorough investigation of the adopting family, and the adoption should not become permanent until a satisfactory six months' probationary period had elapsed. Laws giving effect to these recommendations, says the report, should be enacted by the next state legislature.

#### PERIODICALS

Fifty cents a line per month; four weekly inser-tions; copy unchanged throughout the month. A. L. A. Book List; monthly; \$1; annotated ma azine on book selection, valuable guide to be books; American Library Association, 78 Ea Washington St., Chicago.

The Child Labor Bulletin; quarterly; \$2 a year; National Child Labor Committee, New York. The Cinb Worker; monthly; 30 cents a year; National League of Women Workers, 35 East 30 St., New York.

The Crisis; monthly; \$1; National Association for the Advancement of Colored People, publisher 70 Fifth Ave., New York.

Mental Hygiene; quarterly; \$2 a year; published by The National Committee for Mental Hy giene. 50 Union Square, New York.

The Negro Year Beak; poblished under the ass pices of Tuskegee Institute, Tuskegee, Ala; as annual; 35c, postpaid; permanent record of cur-rent events. An encyclopedia of 450 pages of historical and sociological facts relating to the Negro. General and special bibliographies; follo-

Public Health Nurse; Quarterly; \$1 a year; na tional organ for Public Health Nursing, 600 Lexington Ave., New York.

Social Hypiene; a quarterly magazine; \$2 per year; The Social Hypiene Bulleine; monthly, \$.25 per year; both free to members: published by the American Social Hypiene Association 105 W. 40 St., New York.

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PIN MAPS AND CHARTS. (Notes on their use by health officers.) By Gardner T. Swarts, Jr., 23 cents. Educational Exhibition Company, Provi dence, R. I.

THE WARTIME TASKS OF EVERY CHURCH AND COMMUNITY. The Commission on Inter-Church Federations of the Federal Conneil of the Churches of Christ in America, 165 East 22 street. New York eily. 16 cents; twelve street, No

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Contragances of moral reform leaders in end out of Congress on "What Should Be Done in 1918 to Win the War and Prapare for After the War Problems?" Under auspices of International Reform Bureau, open to all. W. F. Crafts. Sopt., 206 Pennsylvania Ave., S. E., Washing ton, D. C.

Was PROBLEMS IN THE TEXTILE INQUIREY. Held under the auspices of the Committee on Social Welfare of the National Association of Cotton Manufacturers. Boston, January 18. Sec'y, Rufos R. Wilson, 45 Milk St., Boston.

#### THE SURVEY'S DIRECTORY OF SOCIAL AGENCIES

#### SURVEY



#### KEY

If you know the name of the agency or organization, turn direct to the listings (3d column) for address, corresponding officer, etc. [They are ar-ranged alphabetically.]

If you seek an unknown source of information, turn to the subject index, following. The initialings correspond to capital letters in names of agencies.

If you want to know the agencies at work in any great field of social concern, turn also to this index. [They are grouped under major subject clas-sifications, as "HEALTH," printed in capitals.]

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AMERICAN ASSOC. FOR STUDY AND FRE-VENTION OF INFANT MORFALITY—Gertrude B. Knipp, see. see'y; 1211 Catedral St., Balti-more. Literature. Exhibits. Urges prenatal in-struction; adequate obsterical care; birth registra-tion; maternal aursing; infant welfare consultation.

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MATIONAL WOMEN'S TRADE UNION LEAOUE-Mrs. Raymond Robins, pres.; 139 N. Clark St. (room 703). Chicago. Stands for self-government in the work shop through organization and also for the enactment of protective legislation. Information given. Official organ, Life and Labor.

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RUSSELL SAGE FOUNDATION—For the Improvement of Living Conditions—John M. Glenn, dir, 130 E 22 St., New York, Departments: Charity Organization, Child-Helping, Education, Statestice, Recrestion, Remedial Loans, Surveys and Exhibits, Industrial Studies, Library, Southern Highland Division.

SHORT BALLOT ORGANIZATION—Woodrow Wilson, pres.: Richard S. Childs, see'y; 383 Fourth Ave. New York. Clearing house for information on abort ballot, commission gov't, city manager plan, county gov't. Pamphiets free.

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TUSKEOEE INSTITUTE—An institution for the training of Negro youth; an experiment in race adjustment in the Black Belt of the South; turnishes information on all phases of the race problem and on the Tuskegee Idea and methoda. Robert R. Morton, prin.; Warren Logan, treas.; Emmett J. Sout, ace'y; Tuskegee, Ale.

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to

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of the

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THE WHITE HOUSE

20 December, 1915

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ever, if that were possible, in throwing all
the sateguards possible around the labor of
women and children in order that no intolerable
or injurious burden may be placed upon them.
I am, therefore, very gled indeed that the
National Child Labor Committee is diligently
continuing its labore and extendings its vigilance
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as well as to the preservation of life and health.

Dr. A. J. Holleway, Hational Child Labor Committee, Washington, D. C.

Stretching the Pay Envelope
By John A. Fitch

The Demise of a Doctrine

By Neva R. Deardorff

Food in Families of Limited Means
By Michael M. Davis, Jr.

January 12, 1918

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#### PAMPHLETS RECEIVED

Pamphlets are listed once in this column without charge. Later listing may be made under CURRENT PAMPHLETS (see page

#### CIVICS

URBAN AND RUBAL DEVELOPMENT IN CANADA. Commission of Conservation, Ottawa, Canada.

CITY BUDGET FACTS, 1917. Issued by the Bureau of Municipal Research, 818 Traders Bank bldg., Toronto, Canada.
The Housing Situation in Philadelphia.
A memorandum submitted by the Com-

mittee on Supply of Dwellings of the Philadelphia Housing Association, 130 South 15 street, Philadelphia, to the Housing Committee of the National Council of Defense.

RUBAL PLANNING AND DEVELOPMENT. Report of a study of Rural Conditions and Prob-lems in Canada, by Thomas Adams, town planning adviser, Commission of Con-servation, Ottawa, Canada.

THE CRIMINAL INSANE AND INSANE CRIMI-NALS. By Paul E. Bowers, medical superintendent, Indiana Hospital for Insace Criminals, Michigan City, Indiana. Re-printed from American Journal of Insanity.

#### EDUCATION

EDUCATION, EVANGELISM, SERVICE. Some suggestions for a program for the adult school movement. Pamphlet Series No. 1, 1d. movement. Famphite Series 30. 4, 10. The Adult School Lesson Handbook, 1918, paper 9d. net, post free 11d., cloth boards, 1s. 6d. net, post free 1s. 9d. National Adult School Union, 1 Central buildings, Westminster, London, S. W.

THE VOCATIONAL BUREAU-Public School 147 and Public School 12. Administered by Henry Street Settlement, 265 Henry street, New York city.

#### INDUSTRY

What Is a House? The story of England's colossal work in building workmen's bouses as a prerequisite to maximum output of war munitions, and as a part of her program of social and economic reconstruction after the war. By Frederick L. Ackerman. Chapter IV of the serial article, What Is a House? in the Journal of

the American Institute of Architects, Washington, D. C. 30 cents. HOUSING CONDITIONS IN THE CITY OF ST. PAUL. Report presented to the Housing Commission of the St. Paul Association by Carol Aronovici, director of Social Service, Amherst H. Wilder Charity, St. Paul,

Minn. WAGE BARGAINING ON THE VESSELS OF THE GREAT LAKES. University of Illinois Studies in the Social Sciences. By H. E. Hoagland, instructor in economics, Univer-

sity of Illinois, Urbana, Price \$1.50. INDUSTRIAL LIBERTY IN WARTIME. Address of the Hon. Newton D. Baker before the eighteenth annual meeting of the National

eignteenth annual meeting or the National Consumers League, Baltimore, Md. 289 Fourth avenue, New York city. ABOUR UNEEST. By B. S. Rowntree, The Homestead, York, England. Reprinted from the Contemporary Review, October, LABOUR UNKEST. 1917

WOMEN IN INDUSTRY IN WAR TIME. Bulletin No. 26, Russell Sage Foundation Li-brary, 130 East 22 street, New York city.

#### INTERNATIONAL

JEWISH RIGHTS AT INTERNATIONAL CONGRESS-Es. By Max J. Kohler. Reprint from American Jewish Year Book 5678. Published by Jewish Publication Society of America, Philadelphia.

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Fon Our Soxs. By Prof. Alfred Fournier, member of the Academy of Medicine, Paris, France; translated, abridged, by Rev. Ernest A. Bell. Fon Our DAUGHTERS. By Dr. Charles Bur-lureaux, translated by Mary F. Balcomb. Published by the Illinois Vigilance Asso-ciation, 38 West Washington street. Chicago.

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UNITED STATES GOVERNMENT WAR-SAVINGS STAMPS. What they are and why you uy them. W. S. 113, Treasury should buy them. W. S. 113, Treasury Department, Washington, D. C. THE ROAD TO PEACE VIA RUERS. Sermons by ROAD TO PEACE VIA RULERS. Sermons by

Sydney Strong, Queen Anne Congrega-tional Church, Scattle, Wash, 5 cents each; dozen, 25 cents.

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address by Lee K. Frankel, third vice-president, Metropolitan Life Insurance Company, 1 Madison avenue, New York THE STAR OF THE SOUL. Robert Murray Pratt. minister, Congregational Church,

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## Stretching the Pay Envelope

Some New Methods of Fixing Wages

By John A. Fitch

OF THE SURVEY STAFF

NE of the paradoxes of the war is the stimulus it is giving to human conservation. Witness the awakening in Great Britain to the inefficiency of overwork as proven by the reports of the Committee on the Health of Munition Workers, and as indicated by Lord Leverhulme's advocacy of a six-hour day. The United States has been at war nine months as against England's three and one-half years, but the same motives that created a new attitude there toward the well-being of the workers have been active here since the struggle in Europe began.

Two employment managers for large corporations stated the case for me not long ago. One of them was in a state of nerves when I called on him. He snorted at my questions. There was nothing to tell me. Anybody ought to know what the job of an employment office is. They were doing the only thing anybody did—"hustling for men." And he turned his back on me. The other man was more of a philosopher. "The function of an employment department," he told me. "is to keen men from quitting."

Both men really told the same story. Men are not so easy to get as in the days before the war, when immigrants were entering our doors at the rate of a million a year. At the same time our industries are expanding and the demand for men is increasing. It is a time when employment managers are hustling for men and, after they get them, praying that they won't quit. The situation was admirably summed up at the Safety Congress last fall, when a representative of one of the railroads expressed amazement at the idea of discharging men who disobeyed safety rules. "Any safety man on our railroad," he declared, "who recommended firing a man would get fired himself."

The situation before the employers of the country is not a new one. They have had trouble before in getting men, and there is always trouble about keeping them. But the old situation has been greatly intensified in many industries by the war. It is a commonplace among employers that when labor is scarce and wages are high the tendency of workingmen to drift about is greatly increased. It is also a well-known fact

that under such conditions men are not regular in their attendance at work. They take a day off when they feel like it, secure in the moral certainty that their jobs will be waiting for them when they go back.

Old though the difficulty is, good, hard, constructive thinking about it is comparatively new. But now some of the keenest minds in the industrial world are at work on the task. Under the pressure of industrial necessity in war time more thought is being given to the welfare of wage-earners than in any previous time in the nation's history. The question is low to get and keep men, and the answer so obviously lies in the degree to which men are satisfied with the conditions of their work that it is a wonder no one has thought of it before. If the wage-earner is to be kept on the job, means must be taken to make the job worth while.

The most obvious need of the wage-earner is an adequate wage. The first question of an applicant for work is what will the job pay. More unrest is provoked and more strikes occur over the wage question than over any other one thing. In attempting to attract labor and create satisfaction at a time when prices of necessities are mounting to unheard of levels, it is clear that attention must be directed first toward the adequacy of the wage scale.

Since the beginning of the war various methods of wage adjustment have been put to the test. Many corporations adopted the war bonus idea. They took the view that the outlook was too innertain to justify a permanent advanceif affairs took a bad turn it would be much easier to discontinue the bonus than to reduce wages. In order to emphasize the difference between the regular wages and the bonus, the latter is paid at more infrequent intervals, in some casemonthly, in others quarterly, sometimes in a lump at the end of the year.

The bonus plan as a method of relieving the pressure of the high cost of living is, of course, subject to the same difficulty that affects any other method—if it is not accurately based on the actual increase in costs, it will not allay unrest. There is a special objection, also, due to the traditional opposition of oreanized labor to bonus schemes of all sorts. They object to a war bonus for precisely the reason that leads employers to favor it—the ease with which wages can be reduced when a slump comes. The United Mine Workers succeeded in practically eliminating war bonuses from coal mining.

There have been impressive increases in money wages in all industries. Many corporations have diargarded the danger involved and have raised the scale of payments as if present conditions were to be permanent. At periodic intervals one reads of another advance and yet another and then another on top of that, until the impression gets abroad that the working people of the country are rolling in wealth.

To judge of the meaning of such advances one needs to check them up against the increase in the cost of living. Perlaps the most illuminating example is the United States Steel Corporation. Repeatedly during the last two years the corporation has increased the wages of its employes, each time by 10 per cent. Three times in 1916 such increases were announced, taking effect on February 1, May 1 and December 15; and twice in 1917, on May 1 and October 1. This makes an increase of over 60 per cent in a period of twenty-one months, a rate of advance almost without precedent.

#### Wages Lagging Behind Food

THE significance of this action can be gauged only by placing alongside of it the figures of advanced living costs. The Annalist publishes every week a chart on which is plotted the curve of the wholesale price of twenty-five principal food products. The index number given on this chart for February 1, 1916, was 157. For October 1, 1917, it was 280.

The fact that in the same period of time wholesale prices of food advanced 123 per cent while wages rose only 60 per cent does not indicate that the rise in the cost of living has been twice as rapid as the increase in the wages of steel workers. Rent is one of the most important of factors entering into living costs and, in general, rents have not gone up as rapidly nor proportionately as high as food prices. Other factors entering in do not show so rapid an advance. Nevertheless, when wholesale prices of food go up twice as fast as wages, it is safe to assume that the wage-earner's income has lagged behind in the race with his necessities. It is clear, therefore, that wage increases in themselves are not sufficient to maintain the worker in statu quo. They must advance pari passu with the movement in the cost of living if he is not to be worse off than before.

Since the war began, there has arisen a new method in wage payments. The plan is to establish a wage system that will irse automatically with the cost of living. The Oneida Community, Ltd., adopted a bonus plan two years ago, basing the extra payment on Bradstreet's index figures. Each moth every employe rated at \$2,000 or less receives in addition to his regular pay, a "High Cost of Living Envelope." Its contents, based on Bradstreet's figures, fluctuate with the changes in prices. Thus, in January, 1917, the envelope contained an additional 16 per cent based on the regular wages and in December, 1917, the bonus was 32.75 per cent.

A similar method is used by the Kelley-How-Thomson Company of Duluth, and by the George Worthington Company of Cleveland, both in the wholesale hardware business.

To the trade unionist these plans, since they are pure bonus schemes, would doubtless be objectionable. It must be recognized, though, that these plans are quite different from the ordinary bonus idea. They represent a distinct effort to make the wage scale expand in direct proportion to the changes in the cost of living. But like the other bonus plans, the arrangement can be revoked, without any actual cut in wages appearing to take place.

More interesting, therefore, are the plans that have been adopted within the last year and a half by two large employing companies, one in Detroit and the other in Syracuse, N. Y.

In 1916 the Solvay Process Company in Detroit was having difficulty in keeping men. After some investigation, it was decided that the chief difficulty was with the wages. Consequently, after conducting a study of the cost of living, the company made an estimate of the minimum cost of living for a family of standard size and then raised wages to that point. Immediately the groceries and other stores in the vicinity of the plant put up their prices so as to absorb all of the increased wages. The company then started a grocery store of its own and sold to its employes at cost. With this beginning a continuous check is now being made on changes in the cost of living. Two men on the staff of the employment manager devote themselves exclusively to this task. They have about one hundred families who are keeping careful accounts of their expenditures on forms provided by the company. Checked against these figures is an estimate made by a local hospital of the cost of necessary rations on a scientific basis. Government figures are also used. With these as a basis, it was decided last summer that a minimum living wage should yield \$1,200 a year. Accordingly the wage rate was so adjusted as to provide, with overtime and bonus, a minimum income of \$100 a month.

With a similar desire to establish a wage rate that would have some relation to the cost of living, the Franklin Automobile Company made a study early in 1916 of the cost of living in the neighborhood of its plant in Syracuse, N. Y. The year 1905 was taken as a base for determining what an adequate wage should be in 1916, because the records showed that they had an unusually low labor turnover that year, indicating that the workers were satisfied with the conditions then prevailing. A study was made to discover the extent to which the cost of necessities has risen since 1905, and this was checked against the actual expenditures in 1916 of a large number of families in which the wage-earner was a Franklin employe. As a result of this investigation a very elaborate formula was worked out for determining the wages that should be paid. Provision was made for a continuous study of the cost of living, and the plan calls for a revision of wages every three months in order to maintain the proper relation to the movement of costs.

One of the items that went into the formula at the Franklin plant was a figure representing the length of service. For each year of service, 2½ per cent of the base rate is added to the wage. This, according to George D. Babcock of the Franklin Company, who wrote of it in Industrial Management, was to pay "for the loyalty which develops in employes who have been long in service, for the historical knowledge which they have, for the espeit de corps which comes through long periods of association with men, as well as for a reduction in the frequency of labor turnover."

#### Making Money Worth More

EMPLOYING corporations are beginning to realize that continuous service is worth paying for. Sears, Roebuck & Co. in Chicago add 2 per cent to a man's wages after he has been in their employ two years, and after that 1 per cent is added each year up to ten years of service. This plan is being adopted widely, and since it is in addition to any other increase in wages that there may be, it provides a real incentive to remain in the employ of the company.

Another method having in view the stretching of the pay envelope to cover the cost of living, which has the added advantage of costing the employer less than an increase in wages, involves various attempts to increase the purchasing power of the wage-earner's money. Throughout the Middle West the establishment of grocery stores in a space provided by the plant, and in which the employes can purchase goods at cost, is becoming quite general. Employers recognize that the establishment of lunch-rooms where food is furnished at cost, or close to cost, has the same advantage and, of course, in addition to that it has the advantage of providing a sanitary dining room and good hot food, the effect of which is marked on the wage-earner's health and consequently on his efficiency.

The effect of the war on wages can hardly be considered an evidence of increased recognition either of the rights or the needs of labor, because in general, however great the increase in money, real wages have probably declined. It is an encouraging sign, however, when two large employing corporations like the Franklin Company and the Solvay-Process recognize so clearly their obligation to pay a living wage that they are unwilling any longer to leave the determination of the amount to the blind law of supply and demand. And the effect of the movement thus begun will outlive the war.

## Food in Families of Limited Means

#### A Study of Home Facts in Two Hundred Boston Families

By Michael M. Davis, Jr. DIRECTOR OF THE BOSTON DISPENSARY

◀ HAT high prices of food pinch many families severely is common knowledge, but just where, how, and how much do families of limited means feel the pressure? What are they doing about it, and what should others do to help them? These questions require facts for answer, social as well as dietetic facts. In order that local and concrete facts might be available, six welfare agencies of Boston, members of the League for Preventive Work, undertook a cooperative study of the actual food supply in families known to them. The six organizations were the Associated Charities, the Boston Children's Aid Society, the Boston Dispensary, the Boston Provident Association, the Federated Jewish Charities and the Instructive District Nursing Association. The author of this article served as chairman of the committee.

The agencies were asked to select families in which there were children, and in which some one of the regular staff of the agency had personal contact with the mother of the family, so as to render approach easier and to facilitate the collection of accurate information. They were asked not to select families with reference to any particular standard of intelligence or income, but to pick the desired number practically at random from their current cases, with the two points above mentioned in mind.

Two hundred and forty-three schedules were turned in, of which somewhat over two hundred were filled out with sufficient care to make it possible to tabulate them. It was finally decided to tabulate the first two hundred of these, in order to save time and to have a convenient number for computation.

The schedule recorded all food purchased by the family during a week (that of July 8, 1917) also data as to size, income, etc., of the family. From the nature of the schedule, the amount of food actually used by a family during the week of July 8, 1917, was not ascertained. The amount purchased was recorded. Three-quarters of the 200 families were of four nationalities: Irish, American, Jewish and Italian, Twelve other nationalities are included among the remaining 43. Only two families were colored. Nine-tenths and more were living within the city of Boston.

One hundred and fifty-two were so-called "typical" families, with both parents living, and 98 of these were families with only one wage-earner, the remaining 52 having a wageearner besides the father. Forty-six were families of widows, and in more than half of these at least one of the children was working. The proportion of families having lodgers or boarders was only about 18 per cent. The average size of the family was between six and seven persons, including boarders and lodgers. Fifty, or one-quarter of the 200 families, were in receipt of material aid, 150 not being aided.

					CO															
Incomes o	f less	th	an :	\$10	per	w	ce	k.									 			3
Incomes o	f \$10	to	\$14	per	we	ck								 			 			51
Incomes o	£ \$15	10	\$19	per	We	ek											 			88
Incomes o	f \$20	10	\$24	per	we	ek					 		 				 			31
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The dietary analysis of the food purchases classified all the articles under sixteen headings. At first the families were separated in these classifications according to nationality, but to the surprise of the investigators the differences found to exist between the various national groups were so slight as to make this line of classification of little value. The families were then grouped with reference to income, and this relationship was found to be significant in many instances, so that thereafter it was followed throughout. Without entering into the details of the dietaries, which are given in the pamphlet containing the full report,1 it may be said that these families depend chiefly upon bread, cereals, potatoes and meat (with some fish and eggs), with a full allowance of sugar, a moderate supply of butter and other fats, and small amounts of milk, vegetables and fruit, The proportionate expenditures for the chief groups of these foods is brought out in the following table:

RELATIVE EXPENDITURES FOR VARIOUS FOOD GROUPS, CLASSIFIED BY INCOME

Family Income	Meat, fish and eggs: expenditure per week	Fruit, fresh vegetables (incl. potatoes and legumes')	Milk	Flour, macaroni cereals and breads			
\$10-\$14	2.92	1.43	1.41	2.36			
\$15-\$19	3.32	1.82	1.53	2.28			
\$20-\$24	4,12	1.94	1.45	2.52			
\$25-\$29	3.30	1.85	1.95	3.52			

The milk consumption, given in detail for 198 families, is of special significance. It appears that over 40 per cent of families purchased only a quart of milk a day or less. Only about 2,119 quairs appear to have been purchased during the week by the 200 families, or about 300 quarts per day. Since some 1,227 persons were included in this study, only about half a pint, or a glassful a day, was the average allowance of milk. There were about 500 children in these families. A moderate allowance of milk for all these families together would have been 600 quarts a day (two-thirds of a quart per day per child, and one-third quart for adults).

The facts stated show that these families are on the average spending a great deal too much for meat, the ratio of meat purchased being as a rule at least twice as high, as is recommended by dietetic authorities. Still more serious is the inadequate supply of milk, a deficiency especially unfortunate in view of the large number of young children in the families. The mineral matter in these diets is undoubtedly inadequate in many instances. This could be largely remedied in the matter of calcium salts by the purchase of more milk, but the supply of fresh vegetables and fruit is also inadequate and causes deficiency of other mineral substances.

More than half of the families were spending over 60 per cent of their weekly income for food; 75 per cent of the fauilies were spending more than 50 per cent. This is shown in the following table:

PERCENTAGES OF INCOME SPENT FOR FOOD Per cent of

income spent	Estir	nated week	dy income	of fan	ilv	Per
for food	\$10-\$14	\$15-\$19	\$20-\$24	\$25	Total	ceni
Less than 40%	1	9	5	8	23	12
40-49%	4	9	6	8	27	13
50-59%	8	19	8	1	36	18
60-69%	11	21	3	3	39	20
70-79%	34	14	8	3	39	20
80-89%	2	9		1	12	6
90-99%	6	2		1	9	5
100+	7	6	1		13	6
Totals	53	89	31	25	198	100

The table shows, as would be expected, that the lower family incomes must necessarily devote a higher proportion to the purchase of food. In practically all the families, the expenditure for rent requires between 20 and 25 per cent of the weekly income. Thus, in three-quarters of the families only 25 per cent of the income was left for clothing, fuel, light, carfares, insurance, recreation, care of health and all incidentals. Some of the very high percentages in the table are due to the purchase of food which would not have been consumed during the week (particularly flour). Some of the very low percentages are due to the reverse. The figures in this table, based upon a comparatively small number of families, and for a period of one week only, must be interpreted with caution. but there is no doubt that a majority of these families were spending, and were expecting to spend, 60 per cent at least of their weekly income for food,

A comparison of the calorie requirements of families with the calories available in the food purchased by them was made. There were taken into consideration various probable sources of error, and 10 per cent was allowed for waste of the food purchased. The conclusion was reached that of the 198 families, 100 were receiving an adequate supply of energy in the food, 35 were on the border-line, 63 were receiving inadequate nourishment, i. e., more than 10,000 calories in the week short of the required amount. An analysis of the energy supply with relation to income of family and to size of family shows that the proportion of families not receiving adequate energy supply does not depend merely on income. This is for the reason

that the size of the family must be considered, and the families of the higher incomes contain a larger proportion of families of large size. Since the bulk of the families have only one wageearner, the larger number of children means greater pressure on the food supply, a pressure which often increases more rapidly than does the income

With respect to the adequacy of the calorie supply, a further comparison may be made between the families receiving material aid, and those not receiving aid:

ADEQUACY OF ENERGY SUPPLIED IN POOD

Number of families receiving	r	milies not eceiving terial aid	re	lies who ceived rial aid	Totals			
	No.	Per cent	No.	Per cent.	No.	Per cent		
Adequate supply.	82	551/2	18	36	100	51		
On border line	24	16	11	22	35	175%		
Inadequate supply	42	281/2	21	42	63	313/2		
Total		100	50	100	198	100		

It will be seen that 42 per cent of the families receiving material aid are estimated to have received an inadequate supply of energy from their food, while among the families not receiving material aid, the proportion shrinks to 28½ per cent.

When the errors in purchasing food, with respect to comomy and nutritive value are considered, and the families receiving material aid compared with those not receiving it, no special difference is found between the two groups. Failure to secure an adequate supply of nourishment was doubtless due to two causes: lack of judgment or skill in the purchase of food; and insufficient income. The facts indicate that in a number of instances families receiving material aid from chartiable societies do not secure either sufficient income, or sufficient guidance and education in the selection of food so as to obtain the best return for the money expended.

Knowing, as we do, the expenditure for food, and having computed the total calories obtained from the food purchased, it is easy to estimate the average cost per one thousand calories as bought by these families.

Cost	in				15		(	0	18	1	F	00	r		10	00	0		C	a	ŀ	0	ri	e	3	a	s Purchased No. of Families	Per cent
6-	7.	9																									10	5
8-	9.	9	٠,															٠.						٠.			46	23
10 -	11.	9											٠.					٠.									71	351/2
12-																											47	231/2
14 +				٠,		,								. ,													26	13

200

100

It will be seen that in 72 per cent of the families, the cost of purchasing a thousand calories was over 10 cents; in 36½ per cent, it was over 12 cents. A correlation of this cost figure with the size of the families showed, as would be expected, that the larger families were able to purchase with slightly more economy. The differences between nationalities, with respect to cost of purchasing food, were comparatively insignificant.

By purchasing little except those foods which provide considerable quantities of energy, and are inexpensive (such as the breadstuffs and cereals), it would be possible for families to buy the average one thousand calories at between six and eight cents; but such a diet would be insufferably lacking in variety, and is not in fact adopted. A satisfactory diet, with adequate allowance of milk, sufficient vegetables, and fat, a little fruit, a very moderate allowance of meat or fish, and no luxuries, could not, at the prices prevailing last summer or even at less prices, be purchased by a family of average size for less than ten cents per thousand calories, and in most instances probably not for less than twelve cents. This conclusion helps us to determine how much monwould be required to feed a family of a given size during a week. A family of five would ordinarily have a calorie requirment of about 85,000 per week, and their food supply would have to cost between \$8.50 and \$10, probably nearer the latter figure. A family of six, which is somewhat below the average size of the typical family among our 200, would have a calorie requirement per week of about 100,000. This family would need to expend between \$10 and \$12 during the week for food. This is at least half, usually more than half, of the income of the family of a wage-earner.

The characteristics of family purchasing, and the inadquacies of diets found among our 200 families, may be compared with those observed by the New York Association for Improving the Condition of the Poor, and reported in their recently published study. The Adequacy and Economy of Some City Dietaries. Ninety-two families were included in this investigation. Only the food aspects, were entered into, not the incomes of the families. The conclusions are practically identical with those of the present study.

Suggestions and recommendations which appear from these facts may be put from two standpoints: that of the general public, and that of charitable agencies.

The general public needs to be much more fully awakened to the serious effect of present food prices upon the nutrition of families of small means, particularly families in which there are many young children. Too many people have had any latent anxiety fulled by the comforting words: "Wages have risen." So they have, in many occupations, though by no means in all. But except in a few especially fortunate industries, such as some of the building trades, the rise in wages has been much less than the rise in prices. On the average, federal statistics show that the increase in the cost of living has been about twice as great (in relative percentage) as the increase in wages.

If a family has to spend from a fifth to a quarter of its income for rent, and more than half of its income for food, it cannot possibly provide continuously for all other needs of its members, and either the food supply must be curtailed or the family standard of living be seriously lowered at some other point. While there happens to be no present need for clothing, for instance, the family may have enough for food. But on an income of eighteen dollars per week, the parents of three or four children in Boston will find it impossible to buy enough food, pay the rent, and lay by a weekly surplus sufficient to meet the inevitable week when shoes, a winter overcoat, coal or some necessary furniture must be bought, When, under such circumstances, extra expenses come, the result must too often be stinting of food and undernourishment which, if long continued, is certain to show its ill effects on health and working efficiency. Shall we face these results late this winter or in the spring, or can steps be taken to forestall them?

#### Better Wages Plus Education

MANY families do not possess enough income to feed themselves properly. Most families, irrespective of income, do not possess enough knowledge of food values to make the most of the money they have to spend. The efforts for remedy must, therefore, be both financial and educational. With families earning below a certain level, food instruction is futile, unless through some means income is increased. With families of average size, earning \$25 a week and over, education in wise selection of foods means better nutrition and sometimes, though not always, the expenditure of less money for food. With families earning from \$15 to \$20 weekly (the greatest number

This conclusion helps us to determine how much money of wage earners' families fall here) food instruction may make lid be required to feed a family of a given size during a just the difference between an insufficient diet and an adequate the A familie of the smooth of dietary by the applies required.

> The educational food campaign has sometimes failed of effect among families of small means because it has started from the wrong point of view. Even when, as among many families which we have studied, a sufficiently nutritious diet could have been secured for less money than was expended, the families usually feel the financial pressure so keenly, and feel that they are struggling so hard already, as best they know, that they do not meet very cordially the campaign to "economize" food. In fact, they often resent the implication that they are not already "economizing" all they can. The headline of the campaign among people of the low income groups must not be "economy," but some slogan like More Food for No More Money! It is interesting and important that we find among these 200 families errors in selecting foods which would be corrected by the same recommendations as the War demands for military reasons.

> Our study enforces most powerfully the need for increased use of milk. People must be taught the value of milk as a food, and to look upon it as a necessary food for children.

#### A Cooperative Dietetic Bureau

WHETHER we are concerned with teaching a single family to purchase food more wisely, or are pushing a general educational campaign, the problem is very much the same, and in either case it is wise to confine attention to a few points and perhaps take them one at a time. The inadequate cooking equipment possessed by many families of small means, and the high prices of fuel now prevailing, suggest that the use of cooperative kitchens may become a practical step before the present emergency is over. Many housewires in certain sections of the city mix their bread but take it to a bake-shop to be baked. The idea is perhaps capable of useful expansion.

Present food conditions obviously demand of all charitable societies which administer material relief that they revise and study carefully the money standards of income which they are providing for their families. Certainly this study indicates that there is need to do this, if under-nutrition is to be avoided, with all the ills, expense, and permanent family degradation which follow ultimately in its train. To determine upon and to maintain adequate standards of material relief requires expert advice from dietitians to the directing authorities of such charitable societies. It also demands a certain knowledge of food values and of dietetic principles among the rank and file of the social workers or nurses who go into the homes. Expert dietetic guidance is required for these workers also. It is not possible to have every social worker a trained dietitian. Nor is it feasible to have a corps of dietitians visit every home, in the trail of the social worker. The latter plan is financially out of the question, the former is educationally impracticable. The only solution of the difficulty is to see that each social worker has a general knowledge of food values; that she has periodic consultation with a trained dietitian; that the social worker is required, every so often, to report the weekly food budget and purchases of her families to her superiors and to the dietitian, so that the expert shall have the facts on which to base judgment, and thus be able to supply systematic advice and guidance to the social worker. Under these conditions a comparatively few skilled dietitians could serve a very large number of social workers and a still larger number of families.

Probably such a system would do more than any other single step to elevate standards of relief and to promote health and progress among families who receive public or private charity. There might be a gain in economy and efficiency if the staff of expert dietitians were under a central bureau rather than attached to each separate social agency; each dietitian having her special district rather than her special society. The indirect effects of such a system would by no means be confined to families receiving material aid, but would be a distinct contribution to the whole educational food campaign and to thousands

other families who are above the poverty line. The food question is in the public mind as never before, and it would be easier than it ever has been to establish and secure support for an adequate system of dietetic supervision and guidance, which would affect not only charitable societies, but many other groups in the community. Now is the golden moment for

## The Demise of a Highly Respected Doctrine

By Neva R. Deardorff

ASSISTANT DIRECTOR PHILADELPHIA BUREAU OF MUNICIPAL RESEARCH

AISSEZ-FAIRE is dead! Long live social control! Social control, not only to enable us to meet the rigorous demands of war, but also as a foundation for the peace and brotherhood that is to come. This was the theme that ran strongly through all the annual meetings of the learned societies of the social sciences1 which were held holiday week in Philadelphia. Education in idealistic concepts of service, toleration, justice, are in the future to underlie this social control and to make possible an enduring world democracy. New faith was everywhere manifest in the ability of democratic governments, and of our own in particular, to rise to occasions and handle gigantic enterprises both efficiently and with a view to benefitting society as a whole. While most of the contributions were in the nature of analyses of fundamental social forces which are now at work, suggestions, often quite specific, were not lacking as to how those forces can be directed to secure the maximum of human welfare. Everywhere there was a proud loyalty to the best that American life has produced, but nowhere the fatuous assumption that the promise of America has been achieved. Criticism was searching, frank and kindly; the spirit of genuine helpfulness abounded. Men and women, young and old, brought a fine spirit of toleration and mutual respect which stands in sharp relief against the acrimonious dissension which now characterizes so much of the discussion elsewhere of the issues which were before these meetings.

The political scientists were mainly concerned with new bases for international relations and with questions of improving the governmental machinery in nation, state, county and city. Prof. Munroe Smith of Columbia pointed to the new evidences, produced by the war, of the vitality of international law which, now in its infancy, seems to be following the same line of development that national law has pursued. The German government's disregard of international law has affronted the whole world, while the allies now represent a stupendous vigilance committee organized to punish the offender and to uphold that law. In future the fabric of international law will need to be strengthened by new provisions for arbitration, for delaying the resort to force, and for joint action, short of war, to show approval or disapproval of some nations for the action of other nations. New laws of war will be forthcoming as a result of the new conditions of air and submarine fighting; "military necessity" will need definition and some proportion established between injuries and reprisals. It is probable that eventually the nations of the world will be federated. Prof. Robert M. McElroy of Princeton, as well as several other speakers, maintained that between the constitution of the properties of the properties

As for government at home, the professors seemed very diffident about the part they have, until very recently, played in shaping its course. The older teaching of government was referred to as rapt contemplation of the theoretical structure of government with no regard for its actual workings. Prof. A. R. Hatton of Western Reserve University characterized political science to date as descriptive anatomy of political institutions and legalistic concepts. The pathology of politics, together with hygiene and prevention of political ills, are the big opportunities of political scientists today. Everywhere it came out in the discussions that civic and political education for the mass of people is the sine qua non of the kind of democracy to which the United States is now committed and that this education is to be socio-economic rather than historico-juridical. Prof. Guy S. Ford, now of the Committee on Public Information in Washington and one of many teachers who have gone into public service since the war began, explained how the federal government is now educating, with millions of pamphlets, with pictures, films, fourminute-men, etc., the mass of people on public affairs. Altogether the political scientists showed a refreshing regard for truth, a wholesome independence of judgment, and a since rethough perhaps too modest, desire to be of service.

though pernaps too modest, desire to be of service.

The discussions of constitutional law brought out very clearly the temper and spirit with which existing institution are being examined. Decisions and judges of the Supreme Court were appraised with the utmost candor and in general the conclusions were by no means laudatory. Dissenting opinions were pointed out as evidence of the somewhat unsanctified character of the court and the fact that constitutional law frequently changes its mind lends color to the supcion that politics is not wholly divorced from that high tribunal.

The economists, like the political scientists, have progressed from the detached, dehumanized study of the phenomenon of wealth to the consideration of the psychology of men in relation to the possession of wealth. Prof. E. C. Haves of the

<sup>&</sup>lt;sup>1</sup>American Sociological Society, American Political Science Association, American Economic Association, American Association for Labor Legislation, American Statistical Association, American Historical Association, American Farm Management Association, Association of Accounting Instructors.

University of Illinois, in what was considered the star session of the economic association's meeting, cleared the ground tor the new approach by calling attention to the fact that every age has had its philosophy to justify the existing order and that laissez-faire had until recently performed that function for our time. Our present order makes life and labor the cheapest commodities on the market and results in conditions that ill befit a democracy. As wealth is now distributed in the United States, the top 1 per cent of the population receives as much income without work as the lower 50 per cent obtains for its labor, and the top 2 per cent own three-fifths of the property. The middle class is declining. A better distribution, rather than equality of income, is the practical aim of those who would arrest the cleavage of classes that is widening, but the class-control of schools and press now makes very difficult the organization of a liberal party and tends to preserve the two old political parties, both of which are conservative.

Prof. John R. Commons of Wisconsin, in the presidential address of the economic association, pronounced the obsequies over the laissez-faire or rather the "let's grab" doctrine, and at the same time knocked the bottom out of the "pork-barrel" as the great objection to government ownership and control. The special assessment of benefits to private property from public improvements can be depended upon to correct whatever tendency localities may have to dip unduly into the public treasury. Through such a system of taxation the basic utilities and such improvements as irrigation, land-reclamation and railroad extensions can be promoted. Rural credit can be extended and subsidies given to roads and education. Quite as important as obtaining the capital with which to do these things is the fact that by keeping capital at home one of the irritants which cause war will be removed. Capital which hunts in backward countries for high profits and big increments influences diplomacy, demands military protection and breeds international disputes. For the job of directing through taxation, the most beneficial use of our surplus, the government is becoming rapidly more expert. Indeed, our public inefficiency is even now little more than a state of mind

The "economic man" of the classical economists was whered off the stage by Prof. Carleton H. Parker of the University of Washington, who introduced the new discovery of the psychological man. This newly found being has some sixteen separate instincts which cause him to behave as he does. As Professor Parker had been testing his ideas among strikers in some of the lumber camps of Washington, the report of his observations of the motives of economic life represented considerable rugged reality.

#### Health Insurance by Common Consent

HEALTH insurance and the conservation and mobilization of the labor supply of the country were the main topics of discussion in the meetings of the American Association for Labor Legislation. Relatively little time was devoted to the question of the advisability of health insurance legislation in the United States, it being quite generally agreed that we should have taken steps in this direction long ago. The great obstacle to be overcome in securing the adoption of health insurance laws would appear to be the lack of popular understanding of the subject, and this obstacle can be removed only by a campaign of education. The main participants in the discussion were members of state legislative investigating commissions appointed to inquire into the question of health insurance and to recommend appropriate legislation. Repre-

sentatives of six such commissions were present—those of California, Massachusetts, New Jersey, Ohio, Pennsylvania and Wisconsin. Views were exchanged regarding the lines of inquiry that commissions ought to follow and also regarding the methods of conducting public hearings. A comparison of the experiences of the various commissions revealed that in nearly every state the first impulse of employers and wage-carrers alike is to oppose the idea of government health insurance, but as both groups come to understand its operation and benefits more thoroughly, their opposition tends to give way. Private insurance companies are usually against the scheme, and physicians and surgeons seem to be divided on the question. Opposition has come also from Christian Scientists, and in agricultural states it is difficult to obtain the support of farmers.

#### The Labor Difficulty Analyzed

IN THE discussions on the conservation and mobilization of the labor supply of the country there was general agreement that we are not at present confronted with a shortage of labor. Our real ailment is that of maladjustment and improper distribution of our available man power. In order to correct this state of affairs, a more complete and better coordinated system of employment agencies was advocated. Opinions differed as to the advisability of securing this end by establishing cooperative relations between the federal and local systems or by bringing all government employment agencies under national control and operation. How to provide the farmer with the help he needs received considerable attention. To a great extent the farmer himself seems to be to blame for his predicament. He does not yet realize that wages generally have gone up and that it is no longer possible to obtain men for the wages he has been accustomed to pay. The conditions of labor on the farm also are such that men generally prefer city work. Relief for the shortage of farm hands might be brought about, partly by improvements in the system of employment agencies, partly by the transfer of men from cities and industries to the farm during the harvest season, partly by inducing retired farmers, women and other unemployed persons to take part in agricultural work, and partly by the offer of better wages and working conditions to farm laborers. The use of city school boys of working age during vacation also was recommended.

There seemed to be no sentiment in favor of labor conscription. Some attention was given to the efforts of the federal government to conserve human life in the war industries by safeguarding workmen against accident. At the last meeting of the association the applicability of the British munitions act to American conditions was discussed briefly. The suggestion of adopting these provisions in the United States, however, met with the immediate objections that our conditions were different from those in England and that even in England the munitions act had been the cause of much dissatisfaction and unrest. According to an investigator of the London Times, it had been the cause of driving one-half of the workers of England to the verge of revolution.

As has been said, all the associations had turned "social," so that in point of view, the sociologists were but a vaguely defined group of thinkers at the big conference. Their most distinguishing mark consisted in that, while most of the other associations talked about social control somewhat in general, they took it for granted and discussed applications of it in particular. Both Profs. George E. Howard of Nebraska and Charles H. Cooley of Michigan submitted thoughtful analyses of the elements of social control of international relations—

Professor Howard, the ideals that must guide, and Professor Cooley, the psychological and social machinery through which it is even now working, and will work, it is hoped, much better in the future. Among the false ideals which now make so difficult amicable relations among the nations are overdeveloped nationalism, territorial aspirations, the notion of war as a good in itself, race and sex conceit, the supposed necessity for economic and political oppression of the masses, and contempt for the idealist. The teaching of world-wide brotherhood must supplant these narrow concepts and democracy must be made to mean something tangible to all

Of the more concrete suggestions for the better adjustment of social machinery was that of Prof. Arthur J. Todd, of the University of Minnesota, for the control of immigration based upon the true demand for labor. Briefly, his plan calls for information as to the true demand for labor, organization of the labor market, abolition of the contract labor provision and the illiteracy test in the present immigration laws and the introduction of the sliding scale as a guide to admitting immigrant labor, with a bonding of the employer who imports labor to cover deportation costs for any laborers who may become public charges and with a provision for the employer to carry unemployment insurance for his laborers. Prof. Carl Kelsey of the University of Pennsylvania thought that the need for conscription of labor is now imperative and that the time is coming when strikers should be treated as traitors. On the other hand, the laboring class must, of course, be protected from low wages and other abuses.

Perhaps the group which assumed the reality of social control with least question was the statisticians, for they simply went ahead planning how to forge the tools with which society is to work out better opportunities and protection for all. Prof. Irving Fisher of Yale cited the recent stocktaking in health of the men within the draft age as a confirmation of what had been known to a few interested people for some time. He drew the conclusion from the large number of rejections that we ought to have a national department of health to conserve the physical well-being of our people. Nation-wide recording of vital statistics should take the place of state action, which at present covers only about two-thirds of the population of the United States. Prof. Allyn A. Young of Cornell demonstrated the urgent need of coordinating the statistical work now being done by the United States government. The war found us in a state of statistical unpreparedness. Since last April, independent investigations have sprung up in many departments and bureaus, which frequently failed to make use of the permanent statistical bureaus. Much work was duplicated and business organizations have been bombarded with questionnaires. The results have been far from satisfactory. A general war statistical bureau to serve all the other bureaus was suggested as the orderly way out of chaos and as a means to obtain a comprehensive view of our national assets, labor, resources and goods.

#### Better Government Statistics Wanted

FROM the discussion of present conditions as regards the vital statistics of our army and navy, it would appear that there is now much room for improvement in the recordkeeping systems of the military establishments. Frederick L. Hoffman, the well-known statistician of the Prudential Life Insurance Company, deplored the lack of anthropometric statistics of the army and in the absence of any scientific knowledge of physical growth and development, he considered a lowering of the age limit of drafted men little short of a crime.

Committees were provided by the American Statistical Association to assist the government in systematizing the federal statistics and in planning for the census of 1920. An interesting and valuable suggestion came from the Children's Bureau that the material in regard to family groups which is recorded on the census schedules should be tabulated, i. e., the number of motherless families, the number of fatherless families, the number of mothers at work, etc. Hitherto the published data on population have related only to individuals.

#### History on the Heels of Current Events

THE historians were quite as interested in the present as in the past. The Russian revolution, the recent Massachusetts constitutional convention, present day politics of China and Japan, found places on the historical association's program. At the closing session of the conference, held jointly by the political scientists, the economists, the sociologists and the historians, Prof. Wallace Notestein of the University of Minnesota described the uses which German magazine writers, geographers, politicians and others have made of history to engender hatred of the British empire, to glorify Germany's history, to magnify her wrongs, to point to her manifest destiny of colonial expansion and reunion of all the German peoples of Europe. The partial truth of that which they taught has made it extremely difficult to combat their conclusions. While the British empire is a solid fact, Professor Notestein was inclined to doubt that John Bull had been the consistent villain "through five acts" that he had been depicted in Germany. Anyone who believes that England's methods of acquisition were cunning plots, faultlessly executed, has only to stay a little while in the British Foreign Office, said R. H. Brand, deputy vice-chairman of the British War Mission to this country, to realize that British foreign affairs are not handled that way. Mr. Brand viewed the "British commonwealth of nations" as the one successful experiment in internationalism which the world has thus far produced.

Edward P. Costigan, of the United States Tariff Commission, ably represented the administration's position in regard to economic alliances. The "war after the war" policies will find little or no support in this country, and the United States is distinctly against selfish and exclusively economic leagues and economic discriminations which impose such stubborn barriers against world federation.

The farm managers conferred very largely with the econonists and those interested primarily in labor legislation. The accounting instructors likewise flocked with the economists. Indeed, the tendency of each group of specialists to harmonize its views and teachings with those of its brothers in the allied sciences was one of the outstanding features of the conference and one of the best omens for the successful growth of the new culture of knowledge of and interest in the socializing procsesses now going on in the world.



#### CHICAGO'S TANGLED CITY FINANCE

A NINTERESTING development is arising out of the critical situation in which the city administration of Chicago finds itself, owing to shrinkage and shortage in its revenues. The chairman of the City Coincil's Finance Committee sent out to many social and civic agencies an appeal for cooperation in its efforts to secure a special session of the legislature as the only means of affording prompt and adequate relief.

Among the causes to which the shortage is attributed are the building and other departmental equipments, which were added by bond issues without any provision for operating and maintenance expenses, such as the contagious disease hospital, the waste disposal plant and the municipal pier; the loss of saloon license fees, estimated at \$2,000,000 annually, due to the reduction by 900 in the number of applications for and renewals of licenses under the depression in the liquor trade since the suspension of the manufacture of distilled liquors; the assignment of much of the police force and Fire Department to guard against war risks, thus creating the necessity for an immediate increase of men in both of these departments, as well as in the Department of Health; and court decisions affecting the revenues.

Among the responses to this appeal those of the Chicago Bureau of Public Efficiency, entitled Chicago's Financial Dilemma, and of the Woman's City Club, under title of The City's Present Financial Situation and Some Available Remedy, contained trenchant criticisms and specific suggestions for a thorough reconstruction of the city's administrative methods. tive methods. While expressing its willingness to cooperate in securing legislative relief "whenever it is shown that such a session is necessary to provide financial relief for the city and an adequate program for relief has been outlined," the Bureau of Efficiency challenged the immediate necessity for such action and denied that any adequate program for obtaining permanent relief had

been outlined. "Civic organizations do not serve the public to advantage," it adds, "by blindly joining—or refusing to join—in a call for the legislature to raise taxes except when a convincing and authoritative statement has been made by the responsible city officials as to just what amount of additional revenue is actually required by the city, for just what it is to be expended and just how it is to be raised."

The Woman's City Club points out specific ways in which savings could be made that would in large part cover the impending deficit. Among these ways are suggested economies in the collection of city waste and street cleaning by redistricting the system; reducing the number of police stations; centralizing purchasing, testing and inspection; eliminating extra city hall holidays; cutting out sinecures in the Law Department, the municipal court clerks' and bailiff's offices, and consolidating many bureaus. In view of these considerations, the Woman's City Club does not think the city government entitled to support in seeking authority for levving of an extraordinary tax until the situation can be laid before the citizens more definitely, with detailed supporting figures, until the possibilities of various economies shall have been ascertained, and until the City Council shall have taken "definite steps to secure a comprehensive survey of the city's finances and administrative organization for the purpose of working out a broad, business-like plan

for municipal finance, based upon the fact that municipal financing and administration are continuous and can only be effectively worked out on a longtime basis."

while the city comptroller resented these criticisms as "irrelevant," the council's finance committee proceeded to call into conference members of the state Senate and House of Representatives who are resident in Chicago. The joint committee of these three groups now issues a recommendation to the governor to call a special session of the legislature to enact emergency measures authorizing the levying of a special tax for two years, not to exceed five mills on the dollar, to help maintain the Police Department, and empowering the city to require certain businesses to pay a license

The legislature is further urged by this committee to appoint a joint committee of senators and representatives who, with the City Council, shall immediately consider the legislation necessary for a comprehensive reorganization of the city of Chicago, providing for a complete survey of the city's present and possible financial resources, in order that legislation may be enacted to meet financial requirements for the ten years following January 1, 1920. Indicative of the direction and extent of the changes in mind are the specific recommendations that the term of aldermen be extended from two to four years, with the right of recall after one full year's service, and that the offices of the city clerk and city treasurer be filled by appointment of the City Council.

Meanwhile, there are pending proposals which may be taken as signs of change. No city budget has been passed for the current year, but, as heretofore in similar emergencies, department heads have been told merely to keep within certain reductions of last year's budget. A resolution is pending in the City Council, with little chance of passing, inviting the Chicago Bureau of Public Efficiency to make a thorough investigation of all the departments of city govern-

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inc. Entered as second-class matter March 25, 1909, at the post office at New York, N. Y., under the Act of March 3, 1879. ment and submit a report on the possibilities of their reorganization on a basis of efficiency and economy.

#### CITY MANAGER PROPOSED AS THE WAY OUT

ND most significant of all is the previous publication by the Bureau of Public Efficiency advocating the city manager plan for Chicago and including the draft of a bill reorganizing the city government in accordance with that plan. It proposes to reduce the number of aldermen from 70 to 35, one from each ward, serving a term of four years, the mayor or manager, city clerk and comptroller to be elected by the council, the former having a seat in the council with the right to speak and introduce measures, but not to vote. It provides for non-partisan elections by eliminating party circles and columns from the ballot, and by having nominations made only by petition signed by not less than I per cent or more than 3 per cent of the registered voters of a ward. A recall election may be demanded within one year after an alderman has taken office.

No definite movement has yet been made to include this measure among the objects for which the special session of the legislature may be called. Its friends feel grave doubt as to any chance of its enactment, except as a part of a very comprehensive plan and program for the entire reorganization of the municipal government. To the formulation of such a plan a far more concerted action of Chicago's civic bodies and city administration will be required than seems to be possible while the present distrusted city administration is in power during the next year and a quarter. In case the call for a state constitutional convention is ratified by the referendum vote of the people, Chicago may gain charter rights hitherto denied. But in the event of that possibility, its forwardfacing citizens have no time to lose in getting together to formulate a larger ground plan and a progressive program worthy of the future Chicago.

#### THE SOCIAL BENEFITS OF DAYLIGHT SAVING

UFRRILLA methds of committee procedure prevented, during the special session of the present Congress, the enactment of Senator Calder's daylight-saving bill; the Senate adopted it by unanimous vote but it failed in the House. Hearings on this bill, it has been announced, will be held this week or next by the House Committee on Interstate and Foreign Commerce. Supporters of the movement for turning the clock forward by an hour during the summer months are uniting upon this bill which, having only one house to pass, has a better chance of being enacted

than either of those introduced in the House by Representatives Carlin and Borland.

Similar laws to gain an extra hour of daylight for work and recreation have, during the last two years, become effective in Great Britain, France, Germany, Austria, Italy, Holland, Denmark, Norway, Sweden, Portugal, Australia and Ireland. While for the most part the respective acts have been in force too short a time to prove conclusively their effect on the economic and social life, this effect, insofar as it has been observed, forms a potent argument for adontion of some such measure here.

The chief source of information on the social effects of daylight saving is a report recently issued by a committee appointed by the British Home Office to enquire into the social and economic results of the summer time act, 1916. "Taking the evidence we have received as a whole," says this committee, "we can unhesitatingly say that the vast preponderance of opinion throughout Great Britain is enthusiastically in favor of summer time and of its renewal—not only as a war measure, but as a permanent institution."

In the matter of health, Dr. Frederick Taylor, president of the Royal College of Physicians, after inquiry among fellows of the college, expresses the view that the additional hour of daylight has tended to improve health "from the well-known physiological effects of light upon the biological processes."

The danger that the arrangement might curtail the number of hours given to sleep with had effects on health, especially of children (mentioned in the SURVEY for May 5, 1917), gave occasion to a special investigation; 54 per cent of the English and Welsh education authorities and 20 per cent of the Societish school boards had evidence confirming the existence of this danger, but the majority reported that only a limited number of children were affected, or that the tendency was confined to the first few weeks before people were fully accustomed to the change.

Warnings were issued to parents through the school medical services and through care committees, and the committee suggests that action of this kind should be made more effective and more general and that all teachers should be instructed to report to the care committees all cases showing symptoms of loss of sleep. The Women's Cooperative Guild and many social settlements recorded the same tendency to stay up late in the evening and helped in spreading popular education on this point.

Most marked has been the effect of the additional hour of daylight on recreation. The warden of the Robert Browning Settlement in London stated that "in the height of the summer it was as though a Saturday atternoon holiday had been added to each day." Edward Cadbury, in a report from Bournville, mentioned a great increase in the membership of the athletic club and in the number of persons playing outdoor games. The open air swimming bath was more fully used than ever before, and the gardening classes for boys and girls were able to continue two-hourly meetings a month longer than in previous years.

A consensus of opinion is reported on the part of police authorities to the effect that the general tendency to spend an extra hour of the evening out-of-doors and the easier maintenance of order in daylight had tended to improve the "general moral tone." In some districts, a distinct lessening of juvenile offences is attributed by the police in part to the fact that during the operation of the act boys were expected to be home in daylight.

The advantage of the extra daylight to the cultivation of allotments and gardens is obvious. Favorable evidence on this point is very strong.

Space does not permit to reproduce the committee's evidence on the marked contribution of the scheme to the saving of light and coal and to increased production in industry and agriculture. The estimates of the percentage of reduction in consumption of gas for lighting purposes varied from 2 per cent to 26 per cent, and other economies were equally measurable.

#### WHEN TOWN AND COUNTRY COOPERATE

THE war has in many places and in many instances broken down that most powerful barrier to social progress, mutual ignorance. How common interests and common difficulties are sweeping away the age-long misunderstandings between town and country, between industry and agriculture, is told in many letters from England. The part played in this rapprochement by the cooperative movement, is explained in a recent letter to the Suxvey by Percy Redfern, editor of the Wheatshead, one of the organs of the Cooperative Wholesale Society.

This society, composed almost entirely of urban wage-carreers, in 1915 established an agricultural department which in the two years since past has become an agency of great significance. It is, for the first time, linking together the organized cooperation for production on the part of armers to the organized cooperation for consumption on the part of industrial workers, acting for the one as a market and for the other as a source of supply. Overcoming all wartime difficulties, this new venture has proved "one of the most successful de-

partments ever commenced by the

By accepting and executing large government contracts on the narrowest margin and by setting prices which proved an effective check to profiteering, the English cooperators have done not a little to aid the country in war time. Allowances paid to 5,100 enlisted employes and liberal support of the various war loans were other proofs of patriotism.

When, at the outbreak of the war, many private firms broke their contracts and a food panic threatened, the Cooperative Wholesale Society increased its productive supplies by 41½ per cent in one year, and its membership by 24 per cent. A telling illustration of its efficiency in meeting a war energency was given when, after the Dublin riots, the society in one day chartered and loaded at the Manchester docks a "food ship" with 25,000 uniform family parcels of groceries and an equal number of small bases of notators.

Yet, the pre-war attitude of the government to cooperation as a menace to the established order rather than an aid to social peace, says Mr. Rediern, persists. Unjust treatment in the matter of taxation and a deaf ear to the counsels of cooperators in the matter of food control proved so humiliating and were so deeply resented as to lead directly to the entry of the cooperative movement into party politics [see the SURVEY for November 24, 1917].

In spite of this hindrance, the expansion of the movement in war time is remarkable. In the three years and a half of war the C. W. S. increased its membership to 2,710,000 — by over 400,000-and its sales to \$300,000,000 a year. Of special interest is the extent to which the growth of its operations has forced the C. W. S. to become a landowner in order to ensure the most necessary supplies of raw materials for its industries. In six counties of England, the society now owns 12,430 acres which supply potatoes, milk and other produce. Two small land acquisitions in Norfolk protect the timber needs of the society, and a small coal mine in Northumberland was acquired in preparation for the sinking of a new shaft and the working of new seams.

The urban holdings of the company, of course, are extensive. Recent realty purchases added an oil mill in Liverpool, a flour mill in Birkenhead, a margarine factory in Irlam and various sites for new factories or extensions for textile, boot, hardware and various manufactures.

More important are the foreign and colonial land possessions of the society. In western Canada, the C. W. S., jointly with the Glasgow society, recently bought 10,000 acres of farm and

prairie land on which to commence large scale wheat-growing. In India and Ceylon, it brought its joint possessions with the Scottish C. W. S. to over 20,000 acres of tea gardens and teagrowing land. In West Africa, it extended its range to Lagos, in Nigeria, and, for its cocoa needs, again in companionship with the Scottish sister society, to Accra on the Gold Coast.

### HOUSING REFORM FROM / LOCAL STUDY

THE report on housing conditions in the city of St. Paul recently presented to the Housing Commission of the St. Paul Association by its director, Carol Aronovic, offers evidence that a painstaking survey of existing conditions is an essential preliminary to any effort for the general improvement of housing conditions. It answers the critic who urges "action" and begrudges the time and money spent upon investigation.

For, the most interesting result of Mr. Aronovici's labors is its bearing on the idea so widely prevalent that some sort of "standardized" housing law, minutely regulating on general principles every detail concerning construction, occupancy, repairs and the like, will ensure wholesome home surroundings for every community. For instance, it was found that the habits of immigrant groups, often largely responsible in other cities for a lowering of housing standards, have little to do with housing at its worst in St. Paul. Here a large remnant of dilapidated yet occupied old buildings and lack of sufficient control over the structural qualities of new buildings are the two most important factors. The conditions under which native Americans were found to live in the areas studied were no better than those of the newcomers.

Again, in contrast with other northern cities, room congestion in St. Paul is not a serious problem. Owing to insufficient legal control, some cases of overcrowding found were appalling; but there were comparatively few of them. and on the whole the poor are not badly off for room to live in-structural qualities apart. The shortage of dwellings was not, as is often thought most severe for those least able to afford an adequate rent but, on the contrary, most pronounced in the case of families with several wage-earners or otherwise able to afford something a little better than a minimum of house room.

Street development, especially in the poorer sections of the city, was found to tend toward the monotonous gridiron system; and although the city has been prevailed upon to adopt for a limited area a plan drawn on modern lines by Wilhelm Bernhard, of Chicago, with the assistance of Mr. Aronovici, the commission has found it necessary to include

in its recommendations a strong plea for the appointment of an expert commission to provide the city with a careful plan for its future growth, both as an industrial and a residential center.

A comprehensive city ordinance, based upon a study of housing legislation in thirty-one cities and states, is offered by the report. It contains many other suggestions of detail which will be found useful in cities which have already accomplished to their satisfaction the more fundamental task. Among these suggestions is one for the establishment of a joint housing bureau by the social agencies of the city for the removal of dependent families to better houses and improved surroundings which, the investigation discovered, can often be obtained at no greater cost than the poor quarters where such agencies, from lack of knowledge, sometimes maintain families.

Good examples of a better type of dwelling for families of moderate means, examples which show what can be done with careful planning at no more cost than the unsatisfactory type of house put up by the average speculative builder, are one of the obvious constructive tasks in St. Paul as elsewhere. To this effect, a movement is on foot for the creation of an association which would finance a small housing experiment on a lot of six acres for which an option has been obtained. The plan and some cottage elevations by Thomas G. Holvoke, a member of the commission, are reproduced in the report and help to give a touch of hopefulness to a publication which otherwise, like most housing reports, might have presented too gloomy a picture of the situation.

### WORK OF THE ZEPPELINS AT HALIFAX

WHY so many eye injuries were re-ported from Halifax as a result of the recent disaster [the SURVEY for December 29, 1917] is thus explained by Dr. E. R. McKenzie, of the Massachusetts Eye and Ear Infirmary, a member of one of the units sent from that hospital to Halifax. Writing to the Boston Medical and Surgical Journal, he says: "Of the thousands hurt, approximately one-third are eye injuries. . For a long time the people of Halifax have been constantly on guard against the possibility of hombardment from the sea or by Zeppelins (in hotel rooms a large sign warns tenants to lower all window shades instantly when lights are turned on, under a penalty of \$5,000). . . Therefore, when a rumbling was heard and clouds of dark smoke were seen, thousands ran to their windows and looked up into the air. Then came the explosion which shattered nearly every window right in their faces."

Dr. Mather, the first oculist to go

from Boston, worked alone for three days without sleep. He did more than seventy-five operations, some of them in a room where the snow blew in upon the patient and himself.

### WORKMEN'S COMPENSATION IN AN EXPLOSION

WILL a workmen's compensation law stand the strain of a munitions explosion? The Eddystone disaster of last April has applied the test to the Pennsylvania law and the Halifax disaster (both were due to explosions of munitions) adds timely interest to the outcome.

The Eddystone disaster created a liability of about half a million dollars for which the company was self-insured. On account of the destruction of important records, it was somewhat difficult to know-exactly how many persons were in the buildings when the explosion occurred. From such evidence as has been available, the number of dead has been fixed at 128. Eightynine persons entitled to compensation were injured.

Immediately upon receiving word of or intelligence to flabor and Industry established a hranch office in Clester, Pa, and advertised broadly the opportunities for compensation which the state law afforded. Of the injured, all but six afforded. Of the injured, all but six access were compensated at once. As special referee in this case, it is probable that they have been settled without revouse to the compensation board.

All of the death claims were adjusted where the bodies were identified and where there were dependents. One mouth after the explosion but twenty-two cases had been contested and several of these have been adjusted or decided since that time. The disputes were largely on the question of the dependency of parents. In cases where bodies could not be identified, the referee assigned to the case, William B. Scott, allowed considerable latitude as to what constituted evidence necessary to prove loss of a relative. It was decided to be sufficient if competent witnesses testified that the missing person was seen to go into the building that day.

All things considered the law has operated with remarkable facility. About the only serious difficulty arose from the fact that some of the dead and injured persons had dependents in Russia and other foreign countries with which communication is now difficult. In some cases it has been impossible thus far to the secure the requisite proofs of birth, marriage, etc. However, carnest efforts have been put forth in which the consults in nearby cities have materially assisted. The Russian consul at Pittsburgh came to Chester and took an active part in the

settlement of cases where Russian de-

Undoubtedly the workmen's compensation law is a powerful agent in the prevention of destitution, but, like every other social law, it does not fit ever jindividual case nor does it do the whole job for those whom it is designed to help. The State Committee of Public Safety of Chester and the Associated Charities of Delaware County, Pa., of which Prof. Louis N. Robinson of Swarthmore College is president, found a number of instances in which the law needed to be supplemented by private efforts, if suffering was to be averted.

In the first place, compensation is not paid under three weeks, i. e., two weeks interim and one week to wait for the first payment to accrue. Without some outside assistance, the family that lives near the margin finds itself stranded at a very critical period. When the claim is disputed, this situation is, of course, aggravated by the inevitable delay. Where evidence has been destroyed, when relatives are inaccessible, where witnesses are foreigners speaking unfamiliar dialects, many complicated problems are found to arise and hold up the operation of the law even though there is the best of intention on the part of the employer. And then when the money does come, sometimes it is not enough. In many families the number of dependents is so large that the allowance proves insufficient and has to be supplemented by private philanthropy. In some instances, this need may extend over several years. And even when the allowance is fairly adequate, it does not automatically clear up all the family problems or obviate the need for sympathetic and intelligent service.

There are the many perplexing problems of starting life on the new basis. Those permanently disabled face all the discouragements that beset the disabled soldier. As Professor Robinson and his committee found out, someon needs to help in the planning and the establishment of the little business, in finding the part-time job or the work that the sightless or the armless or the crippled can do. Someone is needed to hearten and cheer the man who resumes life's burdens under the heavy handicap of physical disability.

The disruption of the many homes that follows such a calamity invariably reveals innumerable hitherto neglected needs—needs that once known, can no longer be ignored. The tuberculosis case in the family, the illness of other kinds, the mental disorders that should have special care, the bad housing, the lack of recreation, the poor distribution of family burdens among the members, language difficulties—in short, all of the problems that confront the case worker who seeks to help those in difficulties.

Money, important as it is, cannot take the place of the trained and sympathetic

One of the ways in which these people need protection and assistance, even though the law would seem to have made quite ample provision, is in the burial of the dead. As mentioned above. the law allows one hundred dollars for burial expenses, yet when undertakers bills were presented, in many cases the allowance had been considerably exceeded and the relatives were hard pressed to make up the difference. In some cases it seemed as if undertaking bills had been fixed at a point to absorb the compensation allowance, any insurance there might be and whatever spare money the family might have on hand. Advice and help in making the funeral arrangements would have saved these people much worry and deprivation Those who have helped the Eddylater stone families regret that in the confusion this detail did not receive attention at a time when these excessive charges could have been prevented.

The experience at Eddystone suggests an interesting new phase to the administration of workmen's compensation. Just as courts, hospitals and other institutions which exist for the doing of some highly specialized job have found that their effectiveness is increased many-fold by having some means of adjusting their special service to the particular need of the individual they seek to serve, so workmen's compensation boards may sometimes find themselves similarly in need of the seasoning of personal service.

### THE DEATH OF CHARLES M. ROBINSON

CHARLES MULFORD ROB-INSON, who died on January I, was not only one of the world's three pioneers of modern city planning (the other two being Patrick Geddes of Edinburgh and the late Camillo Sitte of Vienna), but a courageous municipal reformer, a true democrat, and withal a most lovable character. His approach to city development originally was that of civic aesthetics, and his first work, The Improvement of Towns and Cities, opened up to architects the world over a new vision of public usefulness.

In his later years he became more and more absorbed in the technical and administrative problems of city building and, both in his books and in practical application, contributed solutions of farreaching importance. He was the first, in the English-speaking world, to occupy a university chair of civic design, at the University of Illinois; and though the city planning projects which he personally helped to carry through—notably those of Denver, Omaha. Colorado Springs, Los Angeles, Columbus, Detroit, Honolulu, Oakland, Fort Wasne.

-are lasting monuments to his genius, he will be remembered no less for the soundness of conception and breadth of outlook with which he inspired the work of other men. He was the first secretary of the American Civic Association. To the SURVEY, Charles Mulford Robinson was a constant friend and adviser. He acted as contributing editor from 1907 to 1912 and, during that time, was in charge of its department of civics. In this capacity he never tired of expounding the theory that the City Beautiful cannot be planned on paper merely but must organically arise from a healthy community spirit and from a foundation of social justice and civic statesmanship.

"The replanning of cities," he wrote in 1907, in introducing a group of articles on this subject in the SURVEY, "must take the broad and comprehensive view, considering the needs not of districts only, but of the community as a whole. It has little to do with details, such as billboards, pavements, etc., but it is intimately concerned with the problems of transportation; with the convenience of the streets for traffic purposes; with the proper location, and, it possible, the grouping of public buildings; with the development of neighborhood centers which shall become a moral and social force; with the location of parks and their accessibility to those who most need them; and with the attractive development of residential and suburban tracts. . . . A man might be wondrously learned in engineering, in landscape designing, and in architecture, but unless he is so sympathetic to the spirit of cities that he can catch the individual expression of each, he must fail in the making of city plans."

It was this sympathy, this deep understanding for the environmental needs of every class of citizens in the individual community, which has given him a claim to the lasting gratitude of his countrymen.

### THE HIGH COST OF COUNTY IAIL FEES

AN INQUIRY into the prevalence and effects of the fee system in connection with county jails and the office of sheriff, with special reference to Pennsylvania, shows what a large task the American people has before it to reenact a principle laid down in the Magna Charta. In the great charter of Henry III, granted in 1217 in confirmation of the Magna Charta of 1215, it was provided that all sheriffs, coroners or other king's officers "shall take no reward for doing of their office, but only of the king." The purpose of this was to prevent extortion and the purchase of justice. Gradually, however, the rule was forgotten, or fees were allowed to be taken in particular circumstances, so that by the time colonization began in this country, the fee system of paying sheriffs was rampant in England. Naturally, therefore, it was adopted by

settlers in this country.

Today, fifty-one out of sixty-seven counties in Pennsylvania have the fee system. This means that they pay their sheriffs a per capita per diem allowance for boarding prisoners. The other sixteen counties contract for the food and pay the sheriffs salaries. A study just made by John E. Orchard, under the direction of Prof. Louis N. Robinson, of Swarthmore College, and shortly to be published by the Committee on Philanthropic Labor of the Philadelphia Yearly Meeting of Friends, compares these two methods of paying sheriffs.

Under the fee system the allowance to the sheriff ranges from twenty to fifty cents per prisoner per day. The average is forty-two cents. Whatever the sheriff saves of this amount, after feeding his prisoners, is his profit. Pennsylvania sheriffs do not willingly reveal their savings from this source. These may be guessed, however, by estimating the cost of feeding prisoners under the contract and salary system. In the sixteen countries having this system the maximum cost is twenty-four cents per prisoner per day, the average being thirteen and one-half cents. Roughly, therefore, the profits made by fee-paid sheriffs amount to the difference between forty-two cents and thirteen and onehalf cents per prisoner per day. In other words, for every cent the sheriff spends on the food of his charges, he puts over three cents into his own pocket.

Another source of income for sheriffs is the fee paid for committing and discharging prisoners. In at least twentyfour counties, every time the jail door opens to receive a prisoner or closes behind one, the sheriff is paid. He receives an amount ranging from twenty-five to

fifty-six cents.

The effect of this, says Mr. Orchard. is not only to supply graft for the sheriff, but to rob the public. He estimates that the sixteen counties under the contract system pay annually for the board of nearly 1,600 prisoners \$20,000 less than is paid by the fifty-one counties under the fee system for boarding 766 prisoners. (The contract system is in operation in the larger counties and therefore boards more prisoners than the fec system.) Again, Eric county, with a jail population of seventy-one, pays each year under the fee system \$11,091 for the board of prisoners, while Berks county, with a population of seventy-three, pays \$3,730 under the contract system.

The adoption of the contract system in the fifty-one counties not now having it, Mr. Orchard estimates, would save \$62,434. A larger salary would have to be paid to the sheriff under that sys-

tem, but Mr. Orchard questions whether this increase would consume the entire saving, an average of \$1,200 for each county.

The fee system is also bad for the prisoner. A sheriff who profits in the feeding of his prisoners will too often provide food short in quantity and poor in quality. The fee system, moreover, tends to increase the number of arrests of petty offenders. Where a sheriff is paid every time the jail door opens or shuts, the impulse to make many arrests is strong.

A number of states have abolished the fee system entirely, though many still have it. Mr. Orchard goes beyond such a measure, however, and recommends the abolition of the county jail itself. A small number of state controlled institutions for minor offenders, such as the Indiana Farm Colony for Misdemeanants, are far preferable, he thinks, both for the prisoners and the public, to a large number of local jails, some of which house only a few prisoners at a time. Twentyone counties in Pennsylvania report jail populations averaging less than five, yet a jail must be maintained and a jailer provided in each of these. Mr. Orchard shows that for years the abolition of the county jail has been recommended by students of penology, and concludes that only by a complete overhauling of the corrective machinery of the state can justice be done both to the offender and to the society that wishes to protect itself against his acts.

#### THE PASSING OF THE DUNCE'S STOOL

I 1 1S a far cry from the New England schoolmaster who was apt to regard all pupils as equally endowed with brains and will power, and therefore equally possessed of an evil spirit when they fell behind in their work, to the modern special class for backward and mentally deficient children. The dunce's cap and the high stool were doubtless crude forerunners of this device for making education "take." Nevertheless they seem to have had one advantage: they were simple, and to apply them one did not need to know what other communities had done to make them effective

Special classes have grown so rapidly of late that few states have any carefully worked out program with respect to them, or much information concerning what is done by cities and towns within their own borders. For this reason, unusual interest attaches to a study just made by the Massachusetts League for Preventive Work, which is a cooperative effort of nineteen social service agencies of Boston, to prevent some of the causes of misery found in their work with families.

The league found that fifty cities and

towns report some form of special instruction for either feebleminded or backward, and that 300 report none. Twelve of the fifty have classes exclusively for the feebleminded, thirteen exclusively for backward children and sixteen place feebleminded and backward in the same special class. The other nine give extra help in the regular classrooms to individual children who are behind their classmates.

Commenting on the difference between classes for backward pupils and those for the feebleminded, and on the undesirability of placing both groups in the same class, the league's report says:

"Classes for the backward should not be confused with classes for the feebleminded. They are quite distinct in purpose and method. Pupils may be behind their grades because of ill health, change of residence, insufficient nourishment, ignorance of the language, or for many other reasons. Special class instruction often helps children thus handicapped to gain the normal grade for pupils of their own age. On the other hand, the special classes for the feebleminded provide for the child who can never maintain a normal grade in school because of an inherent defect of the brain.

"No greater injustice could be done to a child than to surround him with the feebleminded at so critical a period in his life, yet only four cities in Massachusetts secure the rights of the child through examination by an experienced psychiatrist. Dr. Arthur Jelley is employed by the city of Boston for more than half time as psychiatrist, and no child is placed in a special class for mental deficients until he has made a detailed examination and certified to the fitness of such training. Two other cities employ psychiatrists for this purpose and a fourth has all candidates for special class work examined at the Waverley state school [for mental defectives]. Twelve place the decision in the hands of the medical inspector in consultation with superintendent or principal. The others rely upon the judgment of the superintendent of schools, principal, regular or special class teachers."

The method of selecting pupils, says the report, is undoubtedly the source of much of the difficulty underlying the failure of certain towns to establish special classes permanently after a trial of a year or two. Dr. Walter E. Fernald, superintendent of the Waverley school, is quoted as saying that to his knowledge "ion classes have ever been given up where the pupils were selected wisely."

The report discusses other aspects of special classes, particularly the training of teachers for them. It points out that of the 300 school centers sending in negative replies only seven are in cities of considerable size.

### Communications

#### WHICH COMES FIRST?

TO THE EDITOR: I write to see if any of your readers can help ne out in the matter of finding some book or pamphlet that will tell me the logical and scientific order in which to teach my two little girls, aged eight and six, the indoor games of lotto, partessi, checkers, backgammon, halma, chess and the lifterent card games. Which should come first, checkers or parches? Any information will be welcome. If the editor can answer this offhand, I shall be much pleased, or if he cannot, if he will insert it in the SURVEY, I shall be much obliged.

WALTER C. GREEN. [Secretary Meadville Theological School]

Meadville, Pa.

### EXHIBIT MATERIAL WANTED

To the Editor: We are enclosing with this letter a copy of the Dallas Survey. In this considerable mention is made of a proposed child welfare exhibit, which promises to be quite extensive.

You have been of kindly service to us where we have written you for your advice relative to exhibit material. We are hopeful that our planned campaign of education will be far-reaching in its influence, and to that end are seeking every form of educational material that can be utilized in such an exhibit.

May we again encroach on your time and patience, asking that you give us all possible assistance toward building up a creditable and effective exhibit?

We are interested not only in charts and panels, but in mechanical appliances for attracting attention to specific things as well as stereopticon lectures, moving pictures and methods of demonstration of various forms of child care. We shall appreciate any service that you can render us in guiding our efforts in the right direction.

ELMER SCOTT.

[Executive Secretary Civic Federation]
Dallas, Texas,

### ALCOHOL IN FRANCE

To the Editor: I was troubled by Virgil V. Johnson's communication in the Survey of December 8 giving the impression that our troops in France were practically allowed to enter saloons and drink wine and beer.

The British Board of Liquor Con-

trol, in a careful investigation, found that 40 per cent of men examined in London (1916) were getting intoxicated on beer and stout alone. Beer and stout run only from 3 per cent to 7 per cent alcohol while French light wines run from 6 per cent to 12 per cent, and there are all the heavier wines besides. A small glass of whiskey containing 3 table-spoonsful has about the same amount of alcohol as half a pair to 8 per cent wine.

Once men are given permission to enter saloons, nobody can control what they drink. How can men in charge of training camp activities approve a policy so inconsistent with that of Congress towards our cantonments here?

With the French government ready to cooperate with us in every way, we must certainly do better by our boys in France than Mr. Johnson's letter would indicate we are doing. Mothers are every grateful to the Y. M. C. A., but they know that the Y. M. C. A. cannot do it all.

JOSEPHINE R. HARRINGTON.

### FOR SOLDIERS' DEPENDENTS

TO THE EDITOR: In case it has not been brought to your notice, I commend to you the report published a few weeks ago by the atautory committee entrusted with the first year's working of the war pensions act, 1915 (Cd. 8750) price Is 3d). Reading between the lines in that report, you will see what strong efforts were made by Sir Cyril Jackson to retain for the state the full benefit of the voluntary effort which had been drawn into work for the soldier and his dependents prior to the passing of the act.

The act, I need hardly say, was the work of "Labour" and local authorities to whom voluntary social work is anathema. We are much impressed by what strikes us as the far better tone obtaining in America on this subject. The idea adopted by "Labour" in this countrythat there is something shameful in the citizen voluntarily contributing his time or his money to the increased comfort of his fellow citizen who is serving or has served as a soldier and of that soldier's dependents-appears to us one of the utmost vulgarity, and we welcome the apparent absence of it in your great republic.

I appreciate the privilege of studying social work in America in the pages of the SURVEY so much that I wish to say what a pleasure it is to me to answer any queries you care to put to me at any time, J. C. PRINGLE.

[Secretary, Charity Organisation Society]

### London, England.

### BOY "CONVICTS"

TO THE EDITOR: When I read in the Outlook of December 19 of a boy who had been sent to a juvenile correctional institution in New Jersey, and kept there twenty-two months, for (according to the official statement of his offense) "breaking and entering a tailor's shop to find a place to sleep, his father having turned him out of doors," I could hardly believe my eyes. But the headnote of the article vouched for the experience and reliability of the author, Arthur D. Chandler. Then, on the 26th, came another article by Mr. Chandler, telling, as though it were not an exceptional incident, of a fourteen-year-old boy who had "served time" for several years in the same institution, being sent there by a juvenile court "because he was a dependent boy.8

And now comes Mr. Culp's article in the SURVEY for December 29, telling of six immates of the North Carolina state prison, serving sentences ranging from fifteen years to life, whose average age was twelve years and four months the youngest being eleven.

But Mr. Chandler took the lads from the New Jersey reform school to his boys' farm, and the brave governor of North Carolina nerved his arm to sign pardons for the little boys, thus "reversing executive custom as well as acting counter to well understood public

opinion."
Is there some mistake, or are children really treated like this by the courts of New Jersey and North Carolina?

EDWARD F. WAITE.

[Judge of the District Court.] Minneapolis,

### THE FUSION DEFEAT

TO THE EDITOR: The appearance of an article such as Tammany by Default [the SURVEY for November 17, 1917] in a professedly scientific journal of social work as the SURVEY claims to be would fill one with amazement, were one's belief in the scientific attitude of the SURVEY not already considerably shaken by former articles of a decidedly partisan and therefore unscientific character. Had this article appeared in the columns of the venal, plutocratic press of New York and Chicago one would not be surprised, as it contains the kind of nonsense with which the readers of such papers are daily stultified, but when it appears in the SURVEY that claims to be scientific, then one feels he must revise Webster's definition of "scientific." Perish the thought that the SURVEY

should relinquish its claim. Webster must be wrong.

I do not object that the author of this article is an ardent supporter of New York's Monopolizer of Patriotism for that is his privilege, but I do object to his writing in a supposedly scientific review of the election inaccurate, unjust and unscientific insinuations and assertions without a scintilla of proof about the opposing party. I am not an admirred of Tammany in any way, but I protest against the wanton and unjust abuse even of a Tiger.

He says in speaking of the issues of the campaign, "The issue should have been Tammany versus good government." This is a smug and complacent assumption that Mr. Mitchel is a monopolizer of good government as well as of patriotism. Truly he must be a still greater paragon than even the subsidized metropolitan papers painted him, but where is the evidence to prove that he has a monopoly on good government? What evidence is there to show that Tammany will not afford good government? The author produces none except the bald, unsupported and unwarranted assertion later in the article, "Tammany has never before governed in the interest of the city," and leaves us to draw the conclusion that therefore it never will. The assertion is in all probability false, and must at all events in justice and in logic be so considered until proof of its truth is adduced, but even granting that it is true, does it follow necessarily that Tammany never will "govern in the interest of the city?" Evidently not, and unless Tammany is composed of blithering idiots as well as knaves, in the present juncture it will govern well. Wild assertions of this kind in a supposedly scientific journal poison the wells of thought of the uncritical mind.

Furthermore the article sins by not being honest and straightforward in stating what was probably the determining cause of Mr. Mitchel's defeat. It contains one strikingly true sentence, "The election was lost at least two and perhaps three years ago," but fails to continue that then this great patriot and curled darling of predatory wealth maintained in office men who had conducted a campaign of lying, calumny, and misrepresentation against certain charitable institutions, even after it was proved they had lied, and they had been compelled to retract what they had said. These men are in office even unto this day by Mr. Mitchel's favor. Such things are not readily forgotten, and it takes more than the camouflage of false and frantic patriotism to blot them from hearts of red-blooded men that have seethed and boiled with righteous indignation at the shame and injustice of it all.

One of the causes given by the writer of the article in question for Mr. Mit-

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chel's defeat is that "the ideals of a form administration are higher th those of the people." In this particu instance this statement is true only wf you understand the word "higher" in! sense implied when it refers to gar

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The people of New York have shown they care nothing for ideals and reform that are attained by lying, calumny and misrepresentation, and that they can recognize a knave even when he drapes himself in the flag of his country and wears a self-imposed crown of martyrdom as well as a halo of sanctity conferred on him by a windy, subsidized

All the reflections and insinuations against Tammany with which this article bristles are in reality reflections and insinuations against Mr. Hylan, for

the good or bad government of New York for the next four years will depend upon him, as the alleged good government of New York for the last four years depended upon Mr. Mitchel. The constant use of the word Tammany is intentionally to befog the issue, for it is not the organization but Mr. Hylan who has been elected mayor. Such an attack upon a man, who may possibly give New York the best administration it ever had is unjust and

"The operations of Tammany" (cam-

ouflage for Hylan), says the article, must be watched and the implications of its misgovernment whether through inefficiency or through intention (the tiger changes its stripes no more readily than the leopard its spots) must be made clear to everybody.'

This is prejudging a case with vengeance. Mr. Hylan has not yet been tried, but the verdict is rendered that he will necessarily misgovern either through inefficiency or through intention, and this is written by an avowed spokesman of a self-styled reform administration which has smugly and sanctimoniously wrapped itself around with a garment of all the virtues. It has evidently forgotten the cloak of justice. Possibly having already monopolized all the patriotism and good government, and most of the virtues it wishes to leave this garment to Mr. Hylan. If he arrays himself in this tattered cloak, it is safe to say that even if his administration is less expert it will be much more effective than the holier-than-thou administration of the plutocrats' patriot.

The self-styled reformers of New York and elsewhere would do well to remember they have not a monopoly on all the virtue and wisdom in the world. Others desire reform just as ardently as they do, but they are not ready to force down the throats of society every new fangled Soothing Syrup for Social Sins, before the remedial powers of such syrup are demonstrated. They fear sometimes such nostrums may poison instead of cure, and it does not follow therefore that they are ignorant, and need education, nor that they are hopelessly medieval and conservative, and lamentable obstructionists, Some of those in charity and reform work outside of the superior esoteric ring of the "reformers" may be granted to have at all events the crumbs of wisdom and of virtue that have fallen from their well-stocked table, and if this were remembered better progress towards re-form would be made.

I have said in the beginning that the SURVEY had in the past been unscientific. For the last month or two it has published excellent articles concerning the work of the Y. M. C. A. and the recreational centers in the military camps, but has been dismally silent about the work of the Knights of Columbus in the same field. Is this scientific? The SURVEY carries a professedly complete directory of charitable and social agencies every week, but not a mention of a single Catholic agency. Does the Sur-VEY not know that there are vast numbers of Catholic charitable and social agencies? Is this scientific? I would not insinuate that the SURVEY is prejudiced, but I would like to see more tangible evidence that it is not.

Trusting that you will find space for

this communication in your otherwise useful journal, I remain

Yours respectfully, J. W. R. MAGUIRE. [Professor of Sociology, St. Viator College.]

Bourbonnais, Ill.

[Tammany Hall has an established reputation. It had not occurred to Mr. deSchweinitz, the writer of the article in question, nor to the SURVEY that evidence of that reputation was called for. It makes a substantial shelf in the civic department of most libraries. Perhaps, however, we overestimate the information to be had in Bourbonnais, Ill. Professor Maguire's chief specific criticism is of the Fusion charities policy. He offers his opinion, but no facts. These, it will be remembered, have been given in great detail in the SURVEY, and our readers may be presumed to have both the facts, and the philosophy underlying them, fully in mind.

For a report of the work of the Knights of Columbus, see the SURVEY for December 8, 1917. The Directory of Social Agencies, published weekly, is an advertising department to which Catholic agencies will be gladly welcomed at the regular rates, provided they meet the requirements exacted of others-that they be agencies in the social field doing work on a national basis.-EDITOR.]

TO THE EDITOR: Will your out-of-New York readers be interested to learn that in New York city there are many students of New York city government who diagnose reform's failure and Tammany's success in a way quite different form that in your November 17 issue?

Instead of "Tammany by Default" many of us believe it was Tammany by Fault. It is hard to understand why the many frank post-election criticisms of the Fusion campaign by pre-election backers of Fusion practically refuse to admit that there were serious errors in Fusion administration.

Not because "the idealism of a reform administration was higher than that of the people," as your reviewer states, but because of specific instances like the real estate deals, the West Side improvement plans, brutality and pilfering at the reformatory, the Moree pamphlet, the illegal after-midnight budget increases, the force-down-your-throat Gary plan, inexcusable campaign mispublicity, converting a fact quest into a propaganda fest by the Board of Education, the "perfectly outrageous" use of money, the silence by specific agencies when out-spoken criticism was needed—was the Mitchel administration defeated.

May I record the personal conviction that little benefit can come from New York's experience unless we frankly admit that it was not lack of public appreciation but specific mistakes by Fusion officers and backers which caused the public to vote for efficiency and honesty through another medium than the same Fusion officials.

WILLIAM H. ALLEN. Director Institute for Public Service.] New York.

### PERSONALS

HAMPTON INSTITUTE has for its new principal the Rev. James E. Gregg, pastor of a Congregationalist church at Pittsfield, Mass. He is a graduate of Harvard and of the Yale Divinity School.

MAJ. GRAYSON M. P. MURPHY has a signed as commissioner for Europe of t American Red Cross and will enter the mit tary service instead. He is a graduate West Point. Before entering the arm Major Murphy will come to this country f a week's conference with the Red Cross W Council. He will be succeeded by Mi James H. Perkins, at present Red Cross con missioner for France

DR. THEODORE C. JANEWAY, who di on December 28, was the man chiefly apponaible for the establishment of the Russ-Sage Institute for Research and Pasholo Sage Institute for Research and Fannoio, at the City Hospital on Blackwell's Islan New York city. His plan was not only give the patients the benefit of the latt findings of medical science, but also to utili for scientific record the unusual materi gathered into this great charitable institution. Nearly four years ago Dr. Janew was called to the medical school of Joh

"It is little, for me that some man I never knew has been defrauded of his rights in court; it is much for me to feel sure that if ever I am wrongfully attacked I shall find a just and powerful protector in the law. Such an assurance conduces much to the security and happiness of a life, though one may never have occasion actually to invoke the aid of this strong champion."

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COLLEGE woman, trained case worker preferred, for visitor. ASSOCIATED CHARITIES OF JACKSONVILLE, FLA.

WOMAN case worker. Initial salary \$900. Bureau of Community Service, Portsmouth, Ohio.

WANTED—Bookkeeper in settlement school in Kentucky Mountains, four miles from the railroad. Locality uniquely interesting, living conditions comiorable. Applicant need not be professional bookkeeper, but must be experienced in office work, a typewriter and capable of learning double-entry system. Address 2668, SURVEY.

WANTED—Superintendent for the San Francisco Y. M. H. A. Address PRESIDENT 3108 Jackson St., with references.

WANTED—Case Workers, Industrial Investigators with knowledge of statistics. Probation Officers for work with girls. Training and experience required of all. Register immediately with NATIONAL SOCIAL WORKERS' EXCHANGE, 130 East 22 St., New York City.

A WELL-established civic agency in a large eastern city wishes applications from young men who desire to make life careers in its field. Position open, assistant executive. Men equipped with a knowledge of law, medicine or engineering, preferred. Experience in fund raising valuable. State age, education, experience and salary desired. Address 2867 SURIVY.

WANTED—Director of English Classes and Clubs for Americanization work with immigrant girls. A Jewish girl, college graduate, experienced. References required. N. Y. Section, Council Jewish Women, 71 St. Marks Place, New York City.

A COMPETITIVE EXAMINATION for chief Probation Officer in the Juvenile Court of Cook County, Ill., will be held on January 22, 1918. Salary, \$4,000. Legal residence waived. Address applications to Robert H. Gault, Evanston, Ill.

WANTED—Young man, assistant; gymnasium, playground and general settlement work Executive ability, fine opportunity. References, ALEXANDER HOUSE SETTLEMENT, Wailuku, Maui, Hawaii.

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POSITION as Superintendent. Young woman's boarding home or training school. Experienced housekeeper, cconomical marketer. Best references. Address 2688 SURVEY.

WANTED by experienced woman physician who has also been active in philanthropic lines, an opening with some large corporation, in social service department, in accident room or to take charge of hygiene, etc., of employees. Address 2690 Suwey.

YOUNG man, married, college graduate. Six years' experience as executive, desires position in settlement or social work director in Church, References. Address 2691 Survey.

COLLEGE graduate, experience social work, ability as writer and public speaker, seeks executive or secretarial position. Address 2693 Survey.

### FINANCIAL

IF you need money for a worthy cause I will plan a successful campaign for you. Charges reasonable. References required and given. Address 2692 Survey.

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Hopkins University, succeeding Sir William Osler as professor of medicine.

LAWSON PURDY, widely known as an expert in municipal government and a specialist in taxation, has been chosen general director and secretary of the New York Charity Organization Society, a new position which combines the executive functions tion which combines the executive functions which to exercise by Edward T. Devine a general secretary and by W. Frank Persons at director of the Department of General Work. Mr. Devine and Mr. Persons are both Work. Mr. Devine and Mr. rersons are soon in the Red Cross service for an indefinite period, the former as chief of the Bureau of Refugees and Relief at Paris, and the latter as director-general of civilian relief as Washington. Both retain official relations with the society. Mr. Purdy's appointment, it is announced, does not change the present relations to the society of Lawrence Veiller, director of the Department for the Improvement of Social Conditions, and Porter R. Lee, director of the School of Philamhropy. For the pass eleven years Mr. Purdy has been president of the Tax Board of the city of New York, having been appointed by Mayor McClellan in 1906 and serving through the administrations of Mayor Gaynor and Mayor Mitchel. He was vice-chairman of the Commission on Building Heights and Regulation, commonly known as the zoning commission, commonly known as the zoning commission, whose work has made an impression upon the whole country. He is a former president of the National Municipal League, and for many years was vice-president of the National Tax Association. For some time pass he has been a member of the Charity Organization Society's Tenement House Committee, and recently became its chairman. He is a graduate of Trinity College, '84, and the author of many monographs and articles on taxation.

JOHN E. WILLIAMS, of Streator, III, has been appointed by the secretary of labor, with the approval of the President, as arbimother and the property of the president, as arbimother and the property of the president and are also as a property of the president and are also as a property of the president and are also as a property of the president and the

PROF. ADOLF H. G. WAGNER. a leading German conomist, died in Berlin in November at the age of \$2. His studies in state finance and taxation, especially his harden for the property of the pro

CHICAGO'S appreciation of its Juvenile Court and of the services of the elief probation officer, Joel DuBois Hunter, found fine expression in the farewell tribute to him January 4, as he was leaving to enter upon

his new work as secretary of the California State Board of Charities. Judge Arnold of the Juvenile Court gave great credit to Mr. Hunter for much of the success of the court's as did Judge Pinckney, under whom Mr. Hunter had also served. Other tributes were paid him by Father Melody for the Catholic Church interests, Minnie F. Low for the Jewish Charities, and Jane Addams for the fellowship of social workers, on whose behalf she presented Mr. Hunter with a hand-wrought silver tea set. Mr. Hunter came to Chicago nearly twelve years ago on a fellowship of Auburn Theological Seminary for a summer's work at Chicago Commons. Returning after his graduation for permanent work in this settlement, he remained in residence six years. Following a brief term of service with the Iuvenile Protective Association, he was appointed chief probation officer of the Juvenile Court, after heading the civil service eligible list as the result of a competitive examination of the applicants for this position.

### JOTTINGS

WASHINGTON, D. C., is becoming too busy a city for conventions. The National Society for the Promotion of Industrial Education has changed its annual meeting, February 21-23, to Philadelphia.

THE first issue of the Health News.Bulletin, to be issued monthly by the newly organized State Department of Health of Maine, offers "health service to all," urges the use of is lantern slides, warns against rats as an economic and a sanitary menace, and comments on measles, poor ventilation and overwork as avoidable causes of sickness.

WIN-THE-WAR, announced as the subject of the Southern Sociological Congress at Birmingham, Ala., April 14-17, is to have three main divisions 'of supreme importance to the South': prevention of disease, production and conservation of food, welfare and efficiency of labor.

ANOTHER opium bonfire has been lighted by the Chinese. This fire destroyed 1,016 cases of opium—6,100 ounces—1,614 packages of morphine and over 7,000 instruments for the manufacture and smoking of these drugs. This is the sist holocaust of his reting out hidden supplies in their determination to rid their country of the drug pest.

A "war time course for volunteer social workers," beginning January 15, it amounted by the Mayor's Committee of Wormen on National Defense of New York City, to be given in cooperation with the Department of Estension Teaching of Columbia University, under the supervision of Herbert N. Shenton, instructor in sociology. The committee declares that mure than 500 social workers are needed in New York city.

ONE of the first charities to go by the board in war time is the Bowery Mission bread line in New York city. Not only lack of funds, but lack of applicants conspired to end an institution which has been as vigorously criticized as it has been praised. The superintendent writes that '90 per cent of his former applicants have gone to work able from agg or sikness, are being cared for in the country. From this he argues that

"there can be no question about the fact that the objection which has been raised to bread lines in the past is fully answered."

DETROIT'S Children's Aid Chrismas Carolers Jeet he Suvary for December 22, 1917 proved a great success. Two hundred and filling groups of singers, numbering 4,000 children and their grown-up leaders, sang over a total of 400 miles of streets in and aboun Derroit. The sealed boses which they carried brought in \$3,350 for the Children's Ald Society work among homeless and neg-

THE Federal Council Bulletin, beginning January I as a monthly, is the organ of the Federal Council of the Churches of Christ in America and, as such, will be devoted to inter-church activities and religious cooperative companies. The first number gives details of the joint war-time program of American churches, discusses questions of army and navy chaplaincy, the liquor problem, not provided the control of the country of

FOUR cities in Kansas—Clay Center, Beloi, Minneapolis and Marywille—are engaged in making social surveys. Most of the routine work connected with the survey is the respective cities, and by the class in social surveys of the University of Kansas. They are aided in their work by various extended to the control of the con

THE New World, edited by Walter Fuller, is a "journal of Christian thought and practice," and has for its purpose, as stated in the first issue (January) primarily the discussion of applied Christianity and the "new spiri of courage and adventure which in the tasks and sorrows of the war is despening the religious experience of the nations. The first issue contains an article on the Negro and the War, by Oswald Garrison Villard, a discussion of military training and world pace by John Hayner, Holmes, Sperry, in addition to general news in the subject field of the journal.

THIRTY men and women, including some of the most prominent members of the Jewish colony, were executed by the Turkish army in Jerusalem before that city was surrendered to General Allenby on December 10. All of the Judean colonies are now under British protection; but only 12,000 escaped the northward drive of the Jewish population when the Turkish army retreated through Galilee. The Provisional Affairs has undertaken to raise a fund of at least \$30,000 monthly for the relief of those left behind who are in dire distress. Alice L. Seligsberg, chairman of the Hadassah (44 East 23 street, New Yurk city) is appealing for physicians and nurses to join the Zionist medical unit for Palestine which is to sail shortly.

POLITICAL appointments seem to be going to women in New York state with increasing frequency since the recent retension of the franchise. The Survey has afteredy noted the appointment of Eleanor W. Higley to the State Board of Charities. Governor Whitman has also named Mrs. John Francis Yawger a member of the State Probation

Commission. Two mayors have named women as city commissioners of charlities, Phoebe H. Valentine being appointed in Schenettady and Sarah McCleary in Amsterdam. Both women were formerly children's agents of the State Charlifes. All Association. Mayor Hylan went no further it such appointments than naming for the such appointments than naming for the such appointments than naming for the such appointment than animig for the such appointment than animig for the such appointment of women—two in a board of secun-tree unired by the first of secundary and the such appointment of women—two in a board of secun-tree.

THE PLANT, records and entire establishment of the Eugenies Record Office at Cold Spring Harbor, Long Island, N. Y., has been given by Mrs. E. H. Harriman to the Carnegie Institution at Washington. The gift includes eighty acres of land and a grid in the condition of Office, established in 1910, has conducted investigations that have attracted the attention of biologists, political economists and medical men in all parts of the world. Along these has been been conditioned for prisoners, the condition of the con

### PERIODICALS

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A. L. A. Book List; monthly; \$1: annotated magazine on book selection, valuable guide to best books; American Library Association, 78 East Washington St., Chrony C.

The Child Labor Builenn; quarterly; \$2 z year; National Child Labor Committee, New York. The Club Worker; monthly; 30 cents year; Naiional League of Women Workers, 35 East 30 S1., New York.

St., New York.

The Crims; monthly; \$1; National Association for the Advancement of Colored People, publisher. 70 Fifth Ave., New York.

Mental Hygiene: quarterly: \$2 a year; published by The National Committee for Mental Hy giene. 50 Union Square, New York.

The Negro Year Book; published under the auspices of Tuskegee Institute, Tuskegee, Ala.; as annual: 35c, postpaid; permanent record of our rent events. An encyclopedia of 459 pages of historical and sociological facts relating to the Negro. General and special bibliographies; full index.

index.

Public Health Nurse; Quarterly; \$1 s year; nationsl organ for Public Health Nursing, 606

Lexington Ave., New York.

Secial Hypirne; a quarterly magazine; \$2 per year; The Social Hypirne Bulletin; monthly; \$.25 per year; both free to members; published by the American Social Hypirne Association 105 W. 40 Sr., New York.

Southern Workman, illustrated monthly; \$1 for 700 pages on race relations here and abroad. Hampion Institute, Va. Sample copy free.

The Survey; once s week, \$3; once a month, \$2, a transcript of social work and forces; Survey Associates, Inc., 112 East 19 St., New York.

### CURRENT PAMPHLETS

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MARINO THE BOSE ESTICIENT. The Beginnings of a New Industrial Regime. John A. Fitch Reprinted from the Survey. 5 cts. Survey. Associates, Inc., 112 East 19 St., New York.
THE NEGRO MIGARY IN PITTEMBRICH. By Abra ham Epitelio, Irene Kaufmann Settlement, 1815 Center Avenue, Pittaburgh. 76 pages, 14 illustrations, 29 arstistical tables. 50 cents, postpaid.

#### COMING MEETINGS

[Fifty cents o line per month; four weekly insertions; copy unchanged throughout the month; WAR PROBLEMS IN THE RETITE INDUSTRY. Held under the auspices of the Committee on Social Welfare of the National Association of Cotton Manufacturers. Boston, January 15. See'y, Ruius R. Wilson, 45 Milk St., Boston.

### THE SURVEY'S DIRECTORY OF SOCIAL AGENCIES

### SURVEY



ASSOCIATES INC.

#### KRY

If you know the name of the agency or organization, turn direct to the list-ings (3d column) for address, corre-sponding officer, etc. [They are ar-ranged alphabetically.]

If you seek an unknown source of information, turn to the subject index, following. The initialings correspond to capital letters in names of agencies.

If you want to know the agencies at work in any great field of social concern, turn also to this index. [They are grouped under major subject classifications, as "HEALTH," printed in capitals.)

Correspondence is invited by the agencies listed; questions answered (enclose postage for reply) and pamphlets supplied free or at nominal charges. Membership is not required of those seeking information, but offers an opportunity for you to share spiritedly and seriously in your community or profession in an organized movement which is grappling with some country-wide need or cause.

If you are uncertain where to turn, address the SURVEY, and we shall en-deavor to get your inquiry into the right hands.

#### WARTIME SERVICE

"HOW the Survey can serve" hwas the subject of an infor-mal conference held early in April, in mat conference acia early in agree, in our library, to which we asked the executives of perhaps twenty national social service organizations. The con-ference was a unit in feeling that as a link between organized efforts, as a linh between organized efforts, as a means for letting people throughout the country know promptly of needs and national programs—how, when and where they can count locally—the SUNVEY was at the threshold of an opportunity for service such as hestidam come to an educational entersidam come to an educational entersidam come to an educational entersidam.

The development of this directory is one of several steps in carrying ont this commission. The executives of these organizations will answer ques-tions or offer counsel to individuals and local organizations in adjusting their work to emergent wartime demands.

Listings \$3 s month for card of five lines (in-cluding one listing in SUBJECT INDEX by full name and three by initials), fifty cents a month for each additional line. No contracts for less than three months. Additional charge of \$1 for each change of copy during three-month period.

SUBJECT INDEX

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Natl. Child Welf, Assn.

Russell Sage Fdm., Dept. of Child Helping. Child Labor, NCLC, Assette, NCSW, NSPIR, PRAS. CHURCH AND SOCIAL SERVICE Com. on Ch. and Soc. Ser., Focca.

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Amer. Inst. of Soc. Service.
Com. on Ch. and Soc. Service, Fccca.
SOCIAL WORK
Natl. Conference of Social Work.
Natl. Social Workers' Exchange.
Statistics, Rev.

SURVEYS

Bureau of Municipal Research. Russell Sage Fdu., Dept. Sur. and Ex. NCMN, Pana, NCWA, Navir. Thrift, Mcua.

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Tuberculosis, Nasrr.
Vocational Education, NcLc, Rss., Warw.
Unemployment, Aall.

WAR RELIEF Am. Red Cross. Preventive Constructive Girls' Work of Ywcs.

WOMEN WOALN
Amer. Home Economics Asen.
Natl. Board of the Y. W. C. A.
Natl. Consumer's League,
Natl. League of Wnm. Workers.
Natl. Women's Tride Union League.
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### IOTTINGS

THE Susan B. Anthony woman suffrage amendment to the federal constitution has passed the House and is now before the Senate

MORE than three hundred Japanese women are practicing medicine in their own country. Of thirty-nine candidates at a recent medical examination in Tokio twenty-five were women.

THE Court of Appeals of New York has declared constitutional the section of the penal control information or devices.

UNDER the war measures act, the Canadian government has decided to prohibit imme-diately the importation of all intoxicating (containing more than 21/2 per cent alcohol) and its transportation into any part alcohol) and its transportation into any part of Canada, where the sale is illegal from April 1, 1918. Manufacture of liquor will be prohibited after a date to be determined by investigation and consideration of the conditions of the industry. All these provisions will be in force during the war and for twelve months after the conclusion of peace. The order has been received with wide approval, although the revenue loss to the dominion will be about twelve million dollars a year.

INJURIES to the eye at Halifax are apparently even worse than early reports indi-cated [the Survey for December 15, 29, 1917; January 12, 1918]. Edward M. Van Cleve, of the New York Institute for the Training of the Blind, who went to Halifax with Olin H. Burritt, of the Overbrook School for the Blind, Pennsylvania, and E. E. Allen, of Perkins Institute, Massachusetts, as a Red Cross committee, telegraphs that large num-bers of children especially have eye injuries. The Halifax school for the blind accommo-dates only about one hundred and the medieal experts present are overworked. The National Committee for the Prevention of Blindness is raising a special fund of \$20,000 to provide shelter and treatment.

HENRY C. WRIGHT, who ceased to be first deputy in the Department of Public Charities in New York city with the outgoing of the fusion administration December 31, has been appointed secretary pro tem of the New York State Charities Aid Association to fill the place of Homer Folks, absent in France as director of the Department of Civil Affairs of the American Red Cross. Mr. Wright is a student as well as administrator in the field of public institutions. Before becoming first deputy he was employed fore becoming first deputy he was employed by the Board of Estimate and Apportionment of New York city as director or its combetally control of the Board of the Month of the Board of the Rose of the Board of the Rose of the Board of the Rose of the Board of the Boa a report on the results of the different methods of fiscal control of state institutions used in the various states. Still earlier he had served as secretary of the City Club of New York city and before that had been in charge of the Citizens' Municipal Party in Cin-cinnati, which helped to retire "Boss" Cox. As first deputy commissioner, Mr. Wright had general charge of the public institutions of the city.



### Mothered by the City

An Appraisal of the Child-Placing Work of the New York Children's Home Bureau

By Winthrop D. Lane

T FIRST thought the reader may inquire why pains should be taken at this time to describe what is, after all, only another demonstration in a well established branch of child care. Putting young children into real homes, where they can enjoy the freedom and intimacy of family life and can grow up not only strong and healthy but with the confidence born of becoming acquainted with the world in normal ways, is no new thing. Formerly, indeed, those who needed the intervention of the state were scantily cared for. For the most part they were bundled off to county poorhouses, there to live in the midst of dirt and disease and to be looked upon as nuisances or treated as drudges by the adults who lived with them. Then came the orphanage and the "asylum," in which, to be sure, they were segregated from the sick and decrepit, but where they still languished for want of proper recreation and individual attention. Following the orphanage came the modern, intelligent, carefully run institution for children, where everything is done that can be done to make congregate living fruitful and attractive.

The family home is an improvement on the institution. "The carefully selected foster home," declared the White House Conference on the Care of Dependent Children in 1909, "is, for the normal child, the best substitute for the natural home." The first experiment in placing children in homes was made by the New York Children's Aid Society in 1853. Today children are placed in such homes in nearly every state in the union. Private agencies solone do the work in some states, in some public agencies exist, and in others public wards are placed through private hands. Massachusetts, Pennsylvania, Maryland, Illinois and New York have perhaps developed the method farthest. Eight years ago a careful estimate placed the number of children cared for in foster homes throughout the country at at least 60,000, and it has since

The Children's Home Bureau of the Department of Public Charities of New York city is, therefore, merely following a well established lead. It began a year and a half ago under circumstances far from auspicious. Opposition was ready to attack and to predict speedy failure. The city was committing over 6,000 children to private child-caring institutions each year, while its total annual bill for the support of all children in institutions, which, including a few delinquents, numbered 23,000, was more than five and a half million dollars. To propose to commit young people of specified ages to homes instead of to institutions, therefore, was to run the risk of offending those who believed in traditional methods. John A. Kingsbury, commissioner of public charities, had already had more than one tilt with believers in institutions, and it remained to be seen how far the new plan might suffer from these old grudges and differences of onition.

A crust of officialism and inertia, also, overlay much of the department's work. Mr. Kiugsbury had pierced this at a number of points. Was the crust still strong enough to hamper and negative this effort in a new direction? Would the imagination and force needed for success be forthcoming at the proper time? Would private agencies and individuals lend their aid? More important still, could homes of the right sort be secured in sufficient numbers? To be sure. private organizations had for years successfully placed children in foster homes within the metropolitan area, but New York city presents strange difficulties in the bringing-up of children and private agencies have a way of succeeding where public ones sometimes fail. Nor was there any precedent in this country of a city larger than Boston, one-seventh the size of New York, finding homes for children directly by its own agents.

There are other reasons for describing the work of the bureau now. One is that the standards of child-placing agencies vary in different communities and different degrees of success have been attained. To make the experience of the latest demonstration available is, therefore, to allow comparisons and to further the practice and technique of the

Finally, the bureau is threatened with extinction. New York city has recently undergone a change of administration and almost every day brings fresh evidence that the new commissioner of public charities. Bird S. Coler, is hostile to much of the progressive work begun by those before him. The dismantling process has already started.1 If a statement of the aims and achievements of the bureau at this time can arrest the hand of destruction, a service will be performed not only for hundreds of dependent children now in the city's care, but for thousands wet to come.

The bureau was established June 15, 1916. Its general direction was placed in the hands of William I. Doherty. second deputy of the Department of Public Charities, who had had previous experience in child-placing as secretary of the Catholic Home Bureau of New York city and who had been Commissioner Kingsbury's chief adviser in regard to institutional standards and care. The executive placed in immediate charge was John Daniels, a man of broad experience in social work in New York city and elsewhere. Until such time as the city might be convinced of the value of the work, private funds were contributed to defray administrative expenses. This fortunate event occurred more quickly than was expected and the bureau was fully taken over by the Board of Estimate and Apportionment on July 3, 1917.

Only children between two and seven years of age have, for the most part, been boarded out by it. Although it had hoped to begin placing children immediately, the epidemic of infantile paralysis rendered this unwise, and the first child was placed October 16, 1916. This postponement gave opportunity not only to round out the working organization and to provide 'advance instruction for the workers, but also to obtain an initial supply of foster homes.

In the fifteen months since the first child was placed the bureau has fully demonstrated that satisfactory foster homes can be obtained and that children can be boarded out and supervised in larger numbers than even the most sanguine expected. A thousand children was set as the goal for the first year. Homes were actually found for 1,113. By December 12 the number had risen to 1,234.

The bureau has also proved that children can uniformly be placed in homes of the same religious faith as their parents. Catholic and Protestant homes have been found in abundance, lewish homes in large numbers. For every Catholic home used, a letter from the parish priest has vouched for the family's church standing. In a pastoral letter dated February 7, 1917, Cardinal Farley declared that "we have no objection to this new method of solving the problem of the dependent child. We recognize and have maintained that the home has many advantages which the institution cannot supply."

Let us now accompany a child through the processes of the bureau from the moment when application is made for commitment to the final finding of a home. This is the best way to gain a picture of its methods, possibilities and safeguards. Mr. Daniels has told the story in print and his account, condensed at points and enlarged at other points here, will serve the purpose:2

minneus had been received and investigated by the coordinate Bureau of Social Investigations, part of the Department of Public Charities

On a morning shortly after the bureau was ready to receive children a father entered with three little sons. These were Salvatore, James and John, aged six, four, and three, respectively. had heard of the children before, for the application of their com-

The facts in regard to the father and his family were these: The father, Natale, had come to New York city from Italy sixteen years After opening a little second-hand shop he had written to his sweetheart across the ocean to join him. They were married and went to live in two rooms over the shop. The father was sound physically and mentally, temperate, of clean record, and the mother's history likewise showed nothing to her discredit. They brought nine children into the world, of whom three died and six survived. parently the bearing and an empted rearing of these children, in addition to helping the father attend shop, had undermined the mother's vitality. For some time she had been sick, suffering from an abscess on the left side. At length she became so weak that she was unable to continue her care of the children. The father had already run \$100 into debt for doctors' bills and special diet and had reached the end of his rope. Thus it was, after fifteen years of self-support, that they were forced to appeal to their adopted city to come to their aid.

The oldest child, Rose, being of an age to help about the house, as taken in by neighbors. The youngest two, babies, were comitted to an institution for infants. The other three were Salvatore, was taken in by neighbors. mitted to an institution for infants. James and John. In applying for their commitment, the father had said that he would pay what he could—about \$2 a week—toward their support. He planned to send his wife to a hospital and hoped that before long she would be cured and the family could be reunited.

Upon being assured that the children would be placed together in as good a liome as the bureau could find and that he would allowed to go to see them, the father left. Then came the physical examination in the bureau's clinic. This clinic is in charge of two physicians and a graduate nurse and attendant; the physicians alternate morning and afternoon and the clinic is in operation daily from nine to five. It is the gateway through which every child must pass. Not only are children examined here before they are boarded out, but every three months while they are in the bureau's care they are brought back for re-examination. Approximately five-sixths of the children are found to have fairly serious defects.

Salvatore was in a very poor state of nutrition. He needed, also, an operation for the removal of adenoids and tonsils. In addition, his nervous system was somewhat disordered. James was fairly well nourished but needed the same operations. John, the youngest, well nourished, but needed the same operations. John, the youngest, showed no defects requiring attention. These observations were carefully noted on the elinic record sheet, not only for immediate use, but for guidance in future re-examinations. The time of the clinic in fully occupied by these examinations, re-examinations and filling a few simple prescriptions, so that nearly all actual treatment is given elsewhere, by hospitals, dispensaries, private physicians and a staff of some fifty cooperating physicians selected in various parts of the city who contribute a limited amount of service without charge. The operations upon Salvatore and James, however, had to be postponed because the father refused to give his consent, having the usual dread of hospitals of men of his education. Some months later the father consented and the operations were performed.

consented and the operations were piderormed.

From the medical clinic is helden passed to the dental clinic in the next room. This, also, has unlow dentists in attendance and through it children must pass. Unlike the medical clinic, it gives its own treatment on the spot. When more work is required than can be done at a single stitup, the children are brought when the contract of the third of the contract of t

The next step was to take the children across the hall to the bureau's storeroom, where they were measured for such new clothing as they needed. Salvatore, James and John were better off than are most of the children who come to the bureau, for their suits, and hats were quite presentable. However, they were supplied with a number of other things which the storeroom makes it a practice to provide, namely, shoes, overcoats, sweaters, shirts, underclothing and various accessories such as combs, toothbrushes and wash-cloths. Parents are requested to bring children to the bureau eleanly bathed and with such clothing as they possess, but some of those who arrive are so dirty that they have to be scrubbed at once, and marry need complete outfits of clothing.

This anended to, the three children were taken to a temporary or transient home, within convenient reach of the bureau's office, where they could stay for a few days pending the selection of a permanent home from those on the bureau's list. The use of these transient homes has since been discontinued and the bureau has established its Temporary Shelter in their place. To this, children awaiting permanent location are sent. Progress through the shelter is rapid, for the

but not under Mr. Daniels's direction. This bureau investigates all applications and turns the facts over to the children's bureau. It is a social service as well as an investigative agency and tries to keep the children in their own homes if possible. Sometimes it finds that the families are not destitute and do not need to shift the support of their children; sometimes it enlists the aid of private charitable organizations. Only when commitment is necessary, both for the good of the children and of the parents, does it recommend that the children be boarded out. Also, dependency must be the reason, for the bureau does not receive delinquent children committed through the courts.

For further statement of this process see page 451.
The three children whose story is here told came to the bureau before some of its departments were in operation, notably the denial clinic, and so could not receive full attention in just the ways that this is now given. The writer has personally studied the activities of the bureau and has drawn upon his not receive full attention in just the ways that this is now giv has personally studied the activities of the bureau and has own observations in this as well as in other parts of the article

bureau has a large list of approved homes and children do not have to wait long before being placed. Sometimes they are sent to their new homes immediately after the storecome has fitted them out. The shelter contains aix rooms and has accommodations for sixteen children to the store the storecome of the storec

The selection of a permanent bome was the next step. This is the most important decision the bureau has to make. An unwise choice is sure to store up trouble for the future, a wise choice is two thirds of a child's happiness. The home of Mr. and Mrs. P., at Richmond Bill, Long Island, seemed to be just the place. These were a sisten, and John, fourteen. Mr. F. was a boss carpenter, the family income being about \$25 a week. The couple owned their house, which constained ten rooms and was modern and comfortably arranged. It had a sizable yard as well, and was in a quiet suburban meighborhood with school and church nearby. Two rooms and three houses with the couple of the surface of the couple of

Mrs. F., upon hearing a description of the three boys, consented to take them. This, however, only began the bureau's work. Every two weeks since then the family has been visited by an agent, for only by such careful supervision, carried out by a different corps of competent field workers from those who find homes, can the bureau be sure that foster parents are living up to their best. Moreover, the visitor is usually able to aid the foster parents in solving the little human problems that come up in the adjustment between family and children. For instance, Salvatore and his brothers were used to cramped quarters; in winter they made up for lack of bed clothing by sleeping three in a bed. When they were put in Mrs. F.'s separate cots, therefore, they howled, and continued to howl until more moderate stages of adapting them to the new regime were consented to. Also, they had been used to Italian cooking, and Mrs. F. soon decided to meet their protests half way with frequent repasts of macaroni and spaghetti. Meanwhile, table manners and vocabulary came in for their share of attention and yielded to patient modification.

Mrs. F. entered Salvatore and James in the kindergarten. When the visitor called one day she was playing ball with them in the yard. Later, the foster mother reported that all three had developed a sense of order that enabled them to control the anties and location of such elusive articles as button-hooks and toolbhrustive articles as

The father soon called to see his children and was given a cordial welcome. He has since made visits almost every Sunday. Last April the mother dird and the father's hope of any early retuine of his family was dashed to early. Until two months ago he had no definite plans for the desure, bought sufficient being regulation and the plans of the control of the contro

This is a typical story of the bureau's boarding out of children. Wherever possible, it tries to return the foster child to its real parents. The bureau is thus engaged in temporary, not permanent, placements. Parents are re-investigated periodically by the Bureau of Social Investigations, and such help as carn be given to enable them to take their children back is afforded, usually by enlisting the help of private charitable societies. Of the 1,234 children boarded out up to December 12, 423 have so far been returned. Eventually 85 per cent, it is estimated, will be restored. The intention to restore them is made clear to foster parents at the outset, so that there may be no heartburnings later on. Even if permanent adoption were aimed at it would be difficult, since only twelve of the 1,234 children have yet been found to be free from relatives' claims and therefore eligible for adoption.

To the foster parents the city now pays \$3,50 a week for the

support of each child. For infants (i. e. children under two years, of whom the bureau has recently placed a few, mostly members of family groups), the payment is \$.65 a day. Prior to January I these figures were \$3 and \$.55. This is not regarded as enough to make the commercial motive on the part of the foster parents strong, and indeed some of them have spent more than the city gave. Nevertheless, the bureau is not blind to the fact that the commercial motive may exist and it attempts to weed out all families in which it is dominant. In most of its homes, it believes there is a mingling of the desire for the city's mouthly check and a true interest in children. If this balance of reasons keeps the affection of the foster parents from replacing that of the real parents, the bureau is satisfied enough, for it does not want the children to be alienated from their natural home.

Who are the foster parents to whom the city entrusts its hundreds of wards? How does it find them? What means does it take to protect the child from going into an ill-kept or unkind home? Does it accept the generosity of the first man or woman who offers to receive a child? Does it place its children without heed to the location and surroundings of the home, to the size of the family or its income, to the age, education and standards of the parents, or to their affection for children? Has it an ideal home in mind, and what is its success in finding that ideal in the great conglomeration of families that make up New York city and environs?

The bureau tries, for most children, to find a bome consisting of the normal elements of father, mother and children. It wants its children to have as close an approximation to real family life as possible. It prefers that the children already in the home be as near the same age of the foster child as possible. The latter, it believes, should be fully accepted into the new family, should share in the pleasures and sorrows of the other children and take part in the various little home tasks that go to make up part of the training of all young people.

It looks for a father who is not only temperate and steady but who understands children and has the patience to deal with them Justly. It looks for a mother who is physically strong and intelligent, who has a kindly disposition, an instinct of motherliness and that even balance of temper that will enable her to treat her foster child with the same impartiality as her own. The children should be vigorous and normal in every way and should be taught to regard the foster child as one of themselves.

For a particular child, or for a family of children, the home of a childless couple may nevertheless be best. In the latter case, the children will themselves supply the needed companionship. For delicate children, or for a child with a nervous disorder, the home of a single woman is often best, one who lives quietly by herself or with one or two adults.

Whatever the type of home, certain minimum requirements have been set up. The income must, of course, be above the poverty line. Each member of the family should be recommended by reliable references, at least two of whom are not simple, but there should be plenty of light and air; windows and doors should be screened, sanitary conditions good and the draining and plumbing must be inspected and found satisfactory. No home is accepted without a permit from the local board of health. The food must be simple and well cooked and the milk supply safe. Good reading material in the home is regarded as desirable. The neighborhood must not be overcrowded and three should be play space, either in yard, playground, or nearby park. Foster parents are expected to send the city's children to school as they would their own. For this

reason homes are regarded as preferable that are close to good schools, and the foster mother is expected to send reports of the child's progress to the bureau's office.

Male lodgers or boarders are objectionable. Even members of different families in one home, though related, are regarded as undesirable, since they often cause friction in daily living. An objectionable occupation, such as that of bar-tender, is another reason for rejecting a home. So, also, is the presence of a pronounced invalid or mental defective.

Five or six members of the bureau's field staff are usually engaged full time in trying to find such homes as these. They make inquiries in desirable neighborhoods, consult agencies that might be expected to know of such homes, and investigate applications that come to the bureau unsolicited. The recommendations of homes already approved are found to be the most fruitful source of new homes. How carefully the visitors do their work is partly indicated by the ratio of acceptances to rejections. In the eighteen months ending December 12 the bureau had received 4,254 applications to receive children and had approved only 453 of these. More than 2,100 had been definitely rejected, ten were being used provisionally, and the remainder were awaiting investigation. Thus for every home approved, nearly five were rejected. Moreover, ninety-two had had their approval withdrawn, because conditions were found to have changed or there was no longer any room for foster children.

The bureau has managed to keep a substantial supply of homes in advance. On December 12 there were approved surplus accommodations on its lists for 112 Protestant children, 109 Catholic and 16 Hebrew. Protestant homes are the easiest to find, Hebrew the most difficult. The reason for this is that the Jewish people live in congested sections of the city, for the most part, and those who live in outlying districts are likely to have large families of their own. Moreover, Jews are, as a rule, less eager than others to take in strangers. Of the 1,234 children boarded out 887 were Catholic, 221 Protestant and 126 Hebrew.

Where are the homes located? For the most part, they lie in the open and outlying portions of Brooklyn and Long Island, on Staten Island and in the Bronx and Westchester county. The area covered is that within a radius of from twenty-five to fifty miles of the bureau's offices. Manhattan Island is little used unless there is a special reason for putting children there, such as proximity to a clinic. A recent classification of 419 homes in use showed that forty-four were in more or less congested areas, 226 in "suburbs," and the remainder either in rural districts or in the open portions of cities or on their outskirts.

Most of the homes, again, are detaclied single houses. One hundred of the 419 were apartments, 242 detaclied louses, 45 individual houses of rows, 4 semi-detaclied and 28 not specified. Private baths existed in 326 of the homes, and the toilet arrangements were as follows: private, 338; shared, 37; outside, 44.

The average number of children placed in a single home is, roughly, two. Four is the maximum regarded as desirable. Larger family groups are an exception to this, however, since it is deemed best to keep brothers and sisters together. Occasionally, toster mothers are found who are willing to take as many as six children at once, and who are able to provide astifactory accommodations and care. Classified on the basis of the number of children in each home, the homes in use on a given date recently showed that 106 had one child each, 107 two, 45 three, 29 four, 8 five and 4 six.

The economic status of the foster parents varies widely. For the most part, the fathers are skilled workmen, clerks, salesmen and men in business for themselves. About two families in every five own their own homes. The rents paid by the others vary from 127 which pay less than \$20 to 22 which pay more than \$30. The incomes of 419 families are shown in the following table:

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Seventeen of these families have weekly incomes of \$10 or less. How such families can be said to be above the poverty line is not clear until one learns that, with a single exception, they are all unmarried women or widows, and either have no dependents of their own or, at most, one child who is not working. Five of them own their own homes. The exception referred to is a married couple with no children who have, indeed, ceased to take children from the bureau. Of the two families in the \$1 to \$4 group, one is a widow with an income of \$3 a week who owns a seven-room house and has a small amount of savings in the bank, and the other is a widow with an income of \$4 a week who owns a fourteen-room house; each of these receives occasional assistance from relatives each of these receives occasional assistance from relatives.

The personality of the foster parents cannot be as readily arrived at. This, together with their educational and cultural background, is appraised by the bureau's visitors and the facts are on record, but it is the sight of the parents in their homes that is the surest guide to their competence. The recommendations of those who know them and the sanction of priest, minister or rabbi are further safeguards. Two hundred and fifty-seven of the foster mothers were horn in the United States, 51 in Ireland, 23 each in Italy, Germany and Russia and the remainder in other countries.

The health of children in their foster homes is, of course, a crucial test of the success of planing out work. By its quarterly reexaminations of children in its own clinic, the bureau is able to note both their growth in stature and weight and their genetal improvement in health. In this way it can trace the effect of the life they are leading and determine whether enough and proper food is being given them and other physical wants are being met. It is just this kind of careful observation that has been a weak point in much child-placing work.

In October, 1917, 217 children who had been examined three months previously were re-examined. The clinic records of eleven of these were in use in the field at the time this paper was written, leaving 206 available for tabulation. Of these, 26 children had lost tweight, 14 weighed the same as when previously examined, and 166 had gained. The gains ranged from one-quarter of a pound to ten pounds, the majority of the children gaining two, three, four or five pounds each. Losses in weight were in many instances counter-balanced by increases in height.

In regard to height, none showed a decrease but a somewhat

larger number, 75, showed no gain. Meanwhile, 174 of the 206 were reported as "improved" in their general condition, twenty-two as "poorer." These diagnoss enabled the bureau's physicians, nurses and visitors to call the attention of the foster parents to the needs of particular children and to see that these needs were met.

Serious illness has apparently not been one of the bureau's chief worries. Only five of the 1,234 children placed up to December 12 have died and only twenty-three have been seriously ill. The term "serious illness" is applied to those reported in a critical condition by the hospital in which the child is or by the physician attending it in the home. It includes such contagious diseases as scarlet fever and diphtheria, but not always meals or chicken-nox.

In its supervisory visits the bureau has set a higher standard than many child-placing agencies elsewhere. Comparisons on this point are apt to be misleading, however, because of the differing ages of children boarded out. One of the most successful agencies in the country requires a visit every three months, except to infants under the care of visiting nurses, when supervision is more frequent. Another society makes its first visit in from two weeks to thirty days, its second in from thirty to ninety days, its third in about three months, and thereafter at intervals of four, five and even six months; this society, however, keeps children until they are twenty-one, and visits to the older children are permitted to be less frequent. A middle-western agency requires three visits during the year, a Maryland agency one a week to city homes and one a mouth to county homes.

The Children's Home Bureau has maintained an average of one visit every three weeks to each home in use. Ten visitors give all of their time to this work. Each visitor now has between sixty and ninety-five children under her care, and between twenty-seven and fifty-four homes. These figures vary with the districts, the closeness of the homes to each other and the convenience of transportation. One of the most successful child-placing agencies in the country, the Children's Aid Society of Pennsylvania, employs automobiles and skilled drivers to take its visitors to houses. This would be particularly valuable in New York city, where the geographical distribution of homes is wide and the means of conveyance often crowded and roundabout.

Such are some of the outstanding facts of the bureau's work. Once more it has been demonstrated that it is both feasible and advantageous to put dependent children, temporarily in need of a change of home, into normal families in the community. The real parents of the children apparently think very well of the treatment given. Recently the bureau began to ask for frank statements of opinion from all parents whose children were restored to them. Of sixty replies received, fifty-four have contained nothing but commendation. The other six expressed greater or less dissatisfaction, several proving to be due to misunderstandings rather than to actual shortcomings. Some of the replies of the parents show the nature of their satisfaction. "My children were fat and had a good color." wrote one father. A mother found delight in the fact that her children had learned to "love flowers and birds" while in their foster home and a third was glad that her little girl's teeth had been filled and that toothaches no longer disturbed the family's quiet. A Hungarian parent wrote: "It vose in wery good halts and strong wathe never bi fore. And I thanke you wery mach fore it." Still another parent found that her children had improved "in manner and politeness" and one discerning mother commented on the "strong education" her fivevear-old son displayed on his return.

This is the work that is threatened with discontinuance. It bears the approval of practically all who have become acquainted with it; it is in the direct line of progress in child care. Will those who have set the standards of child care in this country cermit it to be snuffed out.

### Labor in World Politics

By John A. Fitch

OF THE SURVEY STAFF

E have had, within the last few weeks, an unparalleled example of the influence of the common people, not only over the governments of their, own countries, but over other governments as well. An ewe power in world diplomacy has arisen.

It was nothing less than the demand of groups of people with doubtful official standing or with none whatever, that led to the recent re-statement of war aims by the leading statesman of Great Britain and the United States—Lloyd George and Woodrow Wilson. Both were unexpected: President Wilson's the more so because only a month had clapsed since his address at the opening of the new session of Congress, in which he had discussed very fully the aims of the United States in the war. Both were occasioned by movements of an unusual character, having their origin in the desires and aspirations of the common people.

The people of Russia are not agreed among themselves, and whatever claims may be made for the Bolsheviki it is apparently indisputable that they are a minority party. But the Bolsheviki represent whatever government there is in Russia, and they are negotiating for terms of peace with the Germans. This was undoubtedly a fact of primary importance behind the decision of the Premier and the President to speak for their governments. With unmistakable clearness President Wilson addressed himself to the Russian nation, whose spokesmen are proletarians, and if his message was to the people of Russia rather than to their "present leaders," all the clearer does it become that his words were evoked by the necessities and the plight of a people, in the mass.

"There is, moreover," says the President, "a voice calling for these definitions of principle and of purpose which is, it seems to me, more thrilling and more compelling than any of the many moving voices with which the troubled air of the world is filled. It is the voice of the Russian people. They are prastrate and all but helpless, it would seem, before the grim power of Germany, which has hitherto known no releating and no pity. Their power, apparently, is shattered. And yet their soul is not subservient. They will not yield either in principle or in action. Their conviction of what is right, of what it is humane and honorable for them to acceet, has been

stated with a frankness, a largeness of view, a generosity of spirit, and a universal human sympathy which must challenge the admiration of every friend of mankind, and they have refused to compound their ideals or desert others that they themselves may be safe. They call to us to say what it is that we desire, in what, if in anything, our purpose and our spirit differ from theirs, and I believe that the people of the United States would wish me to respond with utter simplicity and frankness."

Lloyd George's speech was not so clearly addressed to the Russians; but does anyone doubt that prominently in the mind of either statesman, as he spoke, was the thought of that people and their future?

Great as was the necessity for reassuring the people of Russia, there were other millions nearer home, and not of the ruling class, who also needed reassuring. It was significant indeed that Lloyd George spoke before a trade union conference. There have been growing signs of uneasiness in the British labor movement. The lack of a clear statement of the purposes of the government in the war has caused misgivings. Arthur Henderson, leader of the Labour Party and former cabinet member, in a recent issue of the London National Weekly, called for a clear statement from the government on the subject of economic warfare. The British people, he said, entered the war "in the role of champion of the sanctity of international treaties and of the rights of small nations" and not for economic advantage, and now was it to be diverted into a movement to crush Germany politically and economically? Such a warfare could mean only exploitation to the wage earners of either country. "If this policy of economic repression is persisted in," he warned, "it may prove to be the rock on which the unity of the nation will be broken.

Then, on December 28, came the manifesto of the British labor movement on terms of peace. Their rulers had not spoken, so they came forward themselves with a statement of the terms for the achievement of which they were willing to fight on. It is a document that will not soon lose its grip on the memory or the conscience of the allied nations. It calls, first of all, for a league of nations, with an international legislature where all international questions would be settled by law, and which would pledge the strength of the nations entering the league to prevent future wars. It calls for the re-establishment of invaded and despoiled areas, not only by compensation for destroyed public buildings and "capitalist undertakings" but by "setting up the wage-carners and peasants themselves in homes and employments." It declares that the British labor movement is "against all the projects now being prepared . . . for an economic war after peace has been secured," and calls for the "open door" through the limitation of customs duties in all countries to the necessities of raising revenue.

The American labor movement has never stated so fully the objects for which it considers it worth while to fight, but it has gone far enough to show the similarity between its views and those of the British labor men. In the declaration of terms which the American Federation of Labor felt should be "the basis on which peace must be negotiated," adopted at the recent Buffalo convention (see the SURVEY, December 1, 1917, page 234), there appeared distinctly the demand for a league of nations to enforce peace, recognition of the principle of the

"consent of the governed" and "no political or economic restrictions meant to benefit some nations and to cripple or embarrass others."

In a striking way President Wilson's address meets the demands of the British labor men.

"The British labor movement," reads its manifesto, "relies very largely upon the complete democratization of all counrities; on the frank abandomnent of every form of imperialism, on the suppression of secret diplomacy and on the placing of foreign policy, just as much as home policy, under the control of popularly elected legislatures."

The first article in President Wilson's program of peace reads as follows: "Open covenants of peace, openly arrived at, after which there shall be no private international understandings of any kind, but diplomacy shall always proceed

frankly and in the public view."

"The British labor movement," said its spokesmen, "urges upon the labour parties of all countries the importance of insisting . . . on the principle of the open door, on customs duties being limited strictly to revenue purposes and on there being no discrimination against foreign countries."

President Wilson's third article is this: "The removal, so far as possible, of all economic barriers and the establishment of an equality of trade conditions among all the nations consenting to the peace and associating themselves for its maintenance."

With respect to the occupied territories, with respect to Alsace-Lorraine, and in many other particulars the President's address parallels the British labor statement,

Whatever of labor's program Lloyd George may have overlooked in his address, President Wilson brought out with a clearness that admits of no misunderstanding. Each stated the war aims of his country in his own way and neither of them accepted the labor planks in their entirety; but together the two statesmen have laid down a set of principles that have met her rising tide of labor unrest and allayed it. The expressions of opinion that have come from labor sources indicate satisfaction, a hearty willingness to cooperate.

The significant thing, the thing of utmost importance in all this, is the manner in which the harmony so greatly desired has been accomplished. Nor by suppression of free speech, nor by the jailing of agitators has it been achieved, but by the acceptance by the governments of labor's program. This does not signify that the responsible officers of government in Great Britain and the United States have ever had any other aims than those just expressed, but it took a strong popular demand to bring them clearly into the open.

The inevitable rise into power of the common people as the war progresses has been frequently noted. It has been freely predicted by men of such widely differing viewpoints as Norman Hapgood and the editor of the New York Eerning Post that after the war the influence to be wielded upon affairs of state by masses of the people heretofore inarticulate will be very great. Winston Churchill has made the statement, not as a matter of prophecy but of fact, that a chief result of this war will be to free the workingmen; as the chief result of the wars of a century ago was to free the shopkeepers.

The occasion for the recent war program statements as well as their content afford a reasonable basis for further and strengthened faith in the triumphant progress of democracy.

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A Bibliography, Supplement No. 21

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<sup>&</sup>lt;sup>3</sup> For the industrial references acknowledgement is made to Clara E. Mortenson, of the same department.

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### Book Reviews

THE WORKS MANAGER TODAY By Sidney Webb. Longmans, Green and

Company. 162 pp. Price \$1; by mail of the Survey \$1.08.

It would be a good thing if managers of industrial enterprises in America were required by their boards of directors, or by law, or by compulsion from the unions, to read The Works Manager Today, by Sidney Webb. Not that it is a complete or very profound treatise of the science of management-on the contrary, it is easy fireside reading for a single evening-but it contains a good deal of very sensible talk to which industrial managers might well give heed.

The material in the book was prepared for delivery before a "private gathering of works managers," and it includes some pertinent remarks on the function of the manager and some of the problems that confront him. The efficient manager is not necessarily the one who gets the largest gross output from any given unit of production, nor he who stimulates the greatest possible production per man employed; but he is the one "who makes his industry efficient in quantity and quality of product in comparison with the human efforts and sacrifices involved,"

This can be accomplished, the author holds, only where such relationships exist between employer and employe as will enable the latter to have confidence in the justice of the management. It is the absence of such confidence, the idea that the whole of every increment in the efficiency of the worker will be seized upon by the employer as a source of increased profits, leaving the worker exploited to a greater degree than ever, that leads to "ca'canny." "There can be no genuine industrial efficiency," Mr. Webb dedeclares, "when a sullen hostility or suspicion leads every workman to keep his output down to just enough to escape dismissal."

This sort of confidence can be estab-

lished, the author intimates, whenever the management makes up its mind to treat the employes in accordance with sound business principles, recognizing the existence of rights belonging to the other parties to the employment contract—just such rights as are recognized when bargaining for the purchase of supplies. Imagine a contract between two business men the terms of which were all decided by one of them alone, as a matter of right!

The injustice of such a procedure when workmen are the other parties to the contract would become evident if the manager would see the thing as it really is. If he would "for a moment imagine himself in the workman's place, he could not fail to realize that no man of common sense could fail to feel any confidence in a decision where, without verification, control, or audit, either joint or independent, one of the parties to a bargain insists upon settling without appeal a complicated issue which vitally affects the bargain for the other party, Obviously no employer or manager would allow the workman such a privilege."

In the same way the refusal of the manager to allow the workmen to be represented by an officer of the union as their accredited agent in negotiations with employers is an arbitrary procedure in a matter which is really not the manager's concern at all. It is "as if the workman were to insist upon coming face to face with the company's share-holders (for it is those who are their real employers) to the exclusion of the company's manager, secretary or solicitor."

The author is quite in line with the employment manager movement in this country in laying stress upon intelligence and justice in hiring and firing. The power of discharge, he says, ought never to be exercised by a subordinate official. "So heavy a penalty as the dismissal of a workman (involving to him a serious dislocation of his life; the perils and demoralization dependent upon looking for work; probably the uprooting of his home and the interruption of his children's schooling, possibly many weeks of penury or semi-starvation for his family and himself) ought to be regarded as a very serious matter."

The author has much to say about the inequity of cutting the piece-rate. He pays his respects to scientific management in this connection, and explains the worker's fear of it, not alone on the ground that the piece-rate may be cut, although the efficiency man "naïvely" says that it won't, but also on the ground that they have nothing whatever to say about establishing the rate in the first place. A good deal is said about the 'manners" of management and the effeet of courtesy in industrial relations. The value of scientific management the author readily concedes. He only asks that there be decent recognition of the

rights of the people supremely affected by it. "Remember," he says, "it is the men's working lives (not your own life) that you are proposing to alter and their craft (not yours) that you may seem to be going to destroy."

In the same way he points out the value and necessity of what is commonly called "welfare work." But he explains in unmistakable language why the workers fear the practice and hate the term. Just as in the case of scientific management, he intimates that industry

will be able to reap the benefits of welfare work when it is placed upon a sound foundation of democracy.

toundation of democracy.

The author looks forward to a better organization of industrial managers on a high professional basis, so that in the future just as the "General Medical Conneil strikes off the register any doctor found guilty of 'infamous conduct in a professional respect," the Association of Managers would censure or even exclude from the profession any manager "who is found to commit the professional folly of seeking a reduction of cost of production by cutting rates." Such an act should be deemed "infamous conduct in a professional respect,"

JOHN A. FITCH.

SUGGESTIONS OF MODERN SCIENCE CONCERNING

By Herbert S. Jennings, John B. Watson, Adolf Meyer, William I. Thomas. The Macmillan Company. 211 pp. Price \$1; by mail of the SURVEY \$1.10.

The authors who have conspired to produce this quadrilateral statement of certain outlooks of science upon education have most admirably fulfilled the promise of their title page. The book is replete with direct and indirect suggestions concerning that problem so much with us nowadays-namely, how to direct education into channels that shall more nearly conserve and develop the best capacities of children. It is a book for the leaders in primary and secondary education to begin the year with, or to "read, mark, learn, and inwardly digest" at any time when they may be auxious or even willing to consider the possibilities of their own part in forwarding some of the best interests of

These four thoroughly equipped writers throw powerful lights here and there upon the educational field. No special system of pedagogy or of educational change is proposed, but many underlying facts, some of them only recently acquired through research, are offered for the upbuilding of a better proportioned pedagogies superstructure.

Professor Jennings, the biologist, examines, to begin with, some of the factors of inheritance and draws particular attention, as almost no writers on heredity do, to the great diversity among human heings and makes a plea for developing special capabilities that others

may not have. His second main point is the harm that ordinary school conditions unwittingly do the young physical organism. To get adequate understanding of the disadvantages and to prevent them, as unnecessary evils, he asserts to be an immediate task.

The psychologist, Profesor Watson, also of Johns Hopkins, directs the reader to the conceptions which form the mainspring of his own researches. So far as concerns his own science, psychology is to be regarded as a study in behavior. The "problem of the schoolroom and of the laboratory is to find out what an individual can instinctively do, what he can be trained to do, and the methods which will lead him most easily and quickly to do both those things which society demands of him and the things which he alone as an individual can do, Professor Watson's paper is devoted to a portrayal of the primary emotions of human beings, most important for recognition in the young, and with setting forth some present-day knowledge of the psychological laws of habit formation. For further development of actual knowledge of the possibilities of better education. Professor Watson calls for a closer cooperation between the psychological laboratory and the schoolroom.

A particularly broad presentation of his part of the subject is given, as would be expected, by Dr. Adolf Mever. To him the real problems of education appear to be inevitably bound with accurate study of the individual-physical, moral, educational. Great values may be developed in records which shall evaluate the pupils; such studies can then be utilized to bring parents and teachers closer together. We may learn from psychopathology especial respect for knowledge concerning the state of health of the separate parts of the individual, the healthy functioning of the individual as a whole, and the mental life of the group. Along these lines Dr. Meyer offers many practical suggestions for parents and school people.

The sociological essay of W. J. Thumas fairly bristles with telling arguments for the necessity of researches into primary group norms—meaning by these the social groups bound together by other than governmental or geographical confines—and understandings of many other social usages, attitudes, methods, or permissive conditions. Written in the author's most pungent style, with the doings of the ages and of the tribes of man called upon to give evidence on any point in hand, the reader is compelled to think hard and fast in these pages.

The reviewer confesses himself enthusiastic about the value of this little book and is not disposed to dwell here upon anything except its extraordinary merits. It must be widely read and appreciated. In these times of assault on humanism and on other parts of the method and content of modern education it well behoves us to look deeper into some of the fundamental aspects of body and mind.

To "E. S. D." of the preface and of the Joint Committee on Education of Chicago, we may well render tribute for our opportunity to profit by this distinguished series of lectures.

WILLIAM HEALY.

A THOUSAND HEALTH QUESTIONS ANSWERED By J. H. Kellogg, M. D. Good Health Publishing Company. 775 pp. Price \$2.50; by mail of the Survey, \$2.62.

I spend a good part of my time in answering questions and I can, therefore, sympathize with a man who makes a book out of one thousand questions and their answers. To me the questions appear to be genuine. They are just the questions which are ordinarily asked by a people in whom an interest in how to live and how to keep well is awakening. They cover much of the fields of sanitation and public and personal hygiene, Being questions asked by people, they are just the subjects in which there is concrete and definite interest. answers are as definite as they could well be.

When a straightforward question is put the answer is responsive or the easion is evident. There is no chance to dodge. Unfortunately, it is not always possible to give a definite answer to a medical question and be certain that it is right.

I do not see how any one person could have answered these questions any better. Very few persons are so well qualified as Dr. Kellogg to answer questions on a wide range of questions. As he says, for years he has had to answer questions and the experience has had educational value for him. As one would expect, his answers to questions on diet reflect the vegetarianism of the author. Likewise it is evident that the

W. A. Evans, M.D.

Philosophy and the Social Problem By Will Durant. Macmillan Company, 272 pp. Price, \$1.50; by mail of the Survey, \$1.62.

author is a firm believer in hydrotherapy.

Very lively reading is found in these chapters on Socrates. Plato, Bacon, Spinoza and Nietzsche and in the author's concluding four chapters on reconstruction for today. In a style that rises often to marked eloquence, Mr. Durant draws vivid pictures of his philosophers and focuses attention upon the social origin and social significance of their teachings. He holds that social questions have been their leading concern and that neither the social problem nor philosophy can be approached properly except as either is used to explain the other.

His interpretations of the men whom he has chosen are, of course, quite sympathetic. Even Plato, whom one would suppose uncongenial to a pragmatist and individualist, is lauded for his "but constructive passion," "the seeing of perfection and the will to make perfection," "the courage of the intellect that not only will perceive but will re-make." In Mr. Durant's own scheme for rebuilding, there is little that needs comment here. He proposes in the main "a more generous cooperation among the different currents in the stream of reconstructive thought."

The chief value of the book lies in its call to rescue philosophy from the calm death of social ineffectiveness. thinker of the new time is not to content himself with annotating the past: he is to help his own age live up more nearly to its possibilities. Such a purpose is by all means to be encouraged. It is to be feared, however, that in order to make out his case, Mr. Durant has in some instances made his philosophers a bit too modern. It is rather a strained interpretation, for example, to read into the Socratic "virtue of wisdom" an endorsement of psychoanalysis. Every help from the past should be welcomed; but in the interests of the truth for which the author pleads, let us remember that there are limits beyond which it is unjustifiable to put new content into ancient formulas.

HENRY NEUMANN.

MANKIND

By Seth K. Humphrey. Charles Scribner's Sons. 223 pp. Price \$1.50; by mail of the SURVEY \$1.62.

A careful student of society today is haffled more and more by the infinite complexity and difficulties of the problems mankind is facing. The more one studies, the deeper one delves into the history of social evolution, the more varied and the more intervoven are found to be the threads which make up the warp and woof of social progress. Above all, the careful thinker has to refuse to accept any one cure for all social evils. No program, be it birth-control, single tax, socialism or pacifism, can be accepted as the cure for all the ills of society nor the cause of all past social failures.

We turn therefore from this book on racial values with considerable distrust. especially after reading such a sentence as the following: "We see in racial values effectively conserved the one hope for all future civilization." The author tells us at the start that his aim is to present the subject of race untechnically to awaken an appreciation of the fundamental part played in human affairs by inborn racial qualities. He states that he will not refer to authorities, for scarcely an assertion is made on the strength of a single authority but is based on generally accepted laws. He then proceeds to make dogmatic statements, presenting what is, in the opinion of the reviewer, a one-sided point of view which is challenged by many leading authorities such as Professors Boas, Patten, Ward and many others of equal rank.

Illustrations are: "It has been established beyond reasonable doubt that both physical and mental inheritance in human stock follow laws of breeding quite similar to those for any other stock." "Civilization imposes conditions upon man which effectually block-indeed, reverse-the processes of evolution. Education, training, social work can no more stay the effects of breeding than stop the wind that blows." "Civilization has always been self-destructive. Whether ours is to survive depends upon whether we elect to use our superior knowledge for the maintenance of a breed of men fit to carry it on."

Such assertions contain a kernel of truth which makes them all the more dangerous. Few dispute the fact that biologically the ancient Greeks were as far advanced as mankind is today and few today but accept the Weismannian position of the non-inheritance of acquired characters. This book, however, overlooks entirely the economic interpretation of history, the influence of social heredity in calling out the potentialities which for all we know may lie dormant in every individual, be their heredity no further advanced than that of the ancient Romans. This author regards a great mass of mankind as mentally incapable by inheritance. Proof for this has not been called to our attention; the evidence with which we are acquainted seems stronger against it.

The writer's opinion of woman is influenced by his conception of her value as a means of transmitting a valuable trait down the family line. Other chapters on the Nations at War, the Immigration Problem and the Negro all show themselves tinged by dogmatism and the same narrow point of view. The book contains some facts that are sound and worthy of consideration, but they are presented in such a way that its value is practically nil, if not positively harnful. AMEY EATON WATSON,

FOOD—FUEL FOR THE HUMAN ENGINE By Eugene Lyman Fisk. Funk & Wagnalls. 77 pp. Price \$.75; by mail of the SURVEY \$.80.

This little book is an exposition of the fundamental principles of nutrition, very simply and attractively set forth for the use of the reader without technical knowledge of the subject. For illustrative material it contains a record of the interesting diet squad experiment carried on January 9 to 29, 1917, by the Life Extension Institute in cooperation with the department of nutrition, Teachers' College, Columbia University, Twelve young men from the New York Police Department volunteered for the test and ate only the food provided at the diet kitchen.

The experiment demonstrated the effect which scientific knowledge of food values and methods of buying can exert on lowering the cost of food and the possibility of maintaining health and acsibility of the maintaining the food served cost 25 cents per man per day, the men having an estimated average requirement of 3,500 calories per day. Examination at the close of the period showed that they had improved in physical condition.

The food given the men, measured by scientific standards, was considered adequate by the dietritans conducting the experiment, but the author adds, "with more money to spend the diet could have been brought closer to the ideal by using more fruit and green vegetables." A technical paper is promised giving complete scientific data, none of which appear in this booklet. Menus for the whole period and all recipes used in the preparation of the food are given; also cost of all food materials per pound and ser 100 calories of food value.

The book is valuable as an aid to those without training in food values who wish either for themselves or others to get the best results for money spent for food. The menus and recipes are attractive though some are too elaborate tractive though some are too elaborate in the housewife with scanty equipment and little time. Modifications to suit the needs of families with children are suggested.

In using the data on cost for the purpose of estimating the minimum cost of adequate food for a family under ordinary circumstances, it must be remembered that the best scientific training available was used in choosing and buying the food used in this test, and that a radical change in food labits was involved to which the men probably would not have consented under ordinary conditions.

FLORENCE NESBITT.

ARISTODEMOCRACY

By Sir Charles Waldstein. Longmans, Green Co. 434 pp. Price \$3.50; by mail of the SURVEY \$3.70.

Aristodemocracy is the democracy of the ideal, the ethical, the true. The culture which preceded Kultur in Germany was a fair sample. Then true scholarship was prized. All subjects were studied, and a keen and friendly interest was shown in all foreigners because of what they might contribute. Now chauvinism and militarism have gained the ascendancy, foreigners are despised and ecotism is rampant.

The present tendency in Germany, and elsewhere as far as it is the same, is wrong. There is as much opportunity in peace as in war to develop and demonstrate manly qualities. "Everyone who day by day curbs his instincts of selfishness and greed out of due regard to the claims of his fellow-men" has an opportunity "for the development of altruistic enthusiasm." It is not good to live in a time "when to deceive and to

spy and to try every trick that may mislead and bring one nearer to a destructive goal becomes a virtue."

The author does not favor Zionism. He does not favor Prussian domination He believes in internationalism. But he rather inconsistently thinks England's colonial policy has been good for the colonies. International capital and labor will become ever stronger influences against war. "In this great issue, following out their separate and, at times, divergent courses and interests, they definitely tend to unite in one common goal of international federation and of opposition to But more important still does he consider the growing sense of a common humanity. As time goes by, the horizontal divisions of human society will count for more and the perpendicular divisions for less. This, he argues, will work against international wars, but he does not show how class wars are to be averted when the horizontal divisions become more fully recognized.

Divisions must be eliminated, he seems to argue, for "Moses, Christ and Plato" are the chosen leaders. "They typify Duty, Charity and Ideality," and with these ideals horizontal divisions must disappear. "Inseparably interwoven, acting upon one another and modifying each other, these three main aspects of the moral world, as it lives in man's soul or may, we hope, exist beyond the spheres terrestrial, will help us to an understanding of man in the past, harmonize our actions to ennoble ourselves and to benefit our neighbor, while increasing the happiness of each, and will make of each one of us, and through us of our surroundings, forces, however weak, which will lead to the perfecting of future man.'

The whole of chapter VIII offers an excellent social, religious and political creed. The book as a whole is tiresome rather than stimulating, but throughout there is presented an idealism which modern civilization must nourish and fan into flame or perish.

EDWARD T. HARTMAN.

THE HISTORICAL DEVELOPMENT OF RELIGION IN CHINA
By W. J. Clennell. E. P. Dutton & Co. 260 pp. Price \$2.00; by mail of the SURVEY. \$2.10.

The author is a member of the British crossular service who has lived some years in China and Manchuria; he is in every way admirably qualified for the task he has undertaken. Scholarly, thoughtful, suggestive, reverent, the work before us is one of the very best of its kind. Without any claim to review the very extended researches on the same subject made by the late Dr. Legge and others, Mr. Clennell gives us much that is new and still more that is of great practical use in the study of China's glorious past and tangled present

ent. He has a reverent appreciation for the ancient faiths of the East, though he writes from a Christian standpoint.

He was evidently as much impressed by the great sacred mountain, Tai Shan, as was the present reviewer when he visited that age-long holy ground during his own residence in China. To an old dweller on the China coast this book can hardly fail to revive the happiest memories. For any one it is an extremely valuable introduction to the religious story of an empire that till yesterday was extremely bigoted in matters political, while always exceedingly open-minded as to anything purely religious.

LAS C. HANNAIL.

THE NEW ERA IN CANADA Edited by J. O. Miller. J. M. Dent & Sons, Toronto, 421 pp. Price \$1.75; by mail of the SURVEY, \$1.90.

Here are sixteen essays by fifteen different authors, some of whom write with a real sense of message; others appear to have been rather bored by the invitation to contribute. The editor gives us an admirable essay on the government of cities, which is taken largely from American experience.

Sir John Willison's discussion of the problems of immigration assumes that the war will hugely stimulate the tendency for population to cross the ocean from Europe to North America, and does not even consider the lears of many students of the problem, that for a considerable time the movements of people may be in a contrary direction.

No French Canadian is a contributor, but Professor Wrong's discussion of Canada's bi-lingual question is specially timely from the most unfortunate reopening of ancient sores by the recent general election. His plea for greater study of French ideals by the English-speaking folk of the dominion deserves to be very heavily underlined. The same thing is quite equally true of the English-stritude to the magnificent old culture of Ireland.

Two editors of periodicals, A. J. Glazebrook and I. W. Dafoe, discuss most interestingly the future relations of Canada to the rest of the British empire: the latter argues strongly for the new scheme of "alliance under the crown." As he fully realizes, the real crux is the foreign policy of the confederacy, and it can hardly be counted a very final solution that the United Kingdom "would be primus inter pares. and nine-tenths of the problems of foreign policy would fall within its jurisdiction. But it would be within the competence of any member of the alliance, in a matter of prime importance to itself, to involve the whole commonwealth in war.'

Nothing perhaps illustrates the altruism of the allied war aims better than the fact that if they were to be de-

cisively and completely realized (so that even the weakest and wealthiest nation on the earth were absolutely safe from foreign interference) there would be an almost irresistible tendency for some members of the British dominions to drift away from the rest. But of this there is little real danger at present. Probably the acquisition of south Pacific islands by Japan will do more than most people foresee at the moment per-manently to cement Australasia to Britain and the Philippine democracy to America.

The warm friendliness that the volume before us displays for the United States, as Canada's nearest neighbor and close friend, should be keenly appreciated on this side of the international boundary. IAN C. HANNAH.

### THE INSURGENT THEATER

By Thomas H. Dickinson, B. W. Huebsch. 243 pp. Price \$1.25; by mail of the SURVEY \$1.37.

OUTDOOR THEATER

By Frank A. Waugh. Richard G. Badger, 145 pp. Price \$2,50; by mail of the SURVEY \$2.65.

Many questions about the stage are satisfactorily answered by Professor Dickinson in his careful study of the new trend of the theater. He traces the development of the last six years-the dissatisfaction with the old theater and the effort to build a new, first by those already in the profession, then by those working from the outside; through the unsuccessful means of subsidies and of federated audiences, through the educational means of drama societies and dramatic laboratories, to the present stage of the little theater movement,

But this is more than a chronicle of the pioneers and their ventures; it is a clear, balanced and broadminded critique helpful alike to the play-lover, the actor, the playwright and the producer. The responsibility of the audience is well-defined, the artistic devotion of those who are working out little theaters in town and country is keenly appreciated, and an encouraging outlook for the future is entertained. Simplicity, artistic cooperation and the absence of commercial spirit are making little theaters possible in small centers all over the country. This means good plays by local groups instead of cheap vaudeville sent out from New York. The chief groups and leaders that have contributed to the progress of the insurgent theater are frankly defined and their successes and failures are carefully scrutinized.

By way of helping the untried enthusiast over one of his chief difficulties a chapter is devoted to the theater and the law. A list of representative plays, by theaters, is given in the appendix. Of the author's conclusions one of the most fundamental is. "Money is not a stimulus to work or to imagination in the theater," and his advice in regard to the theaters of the future is, "Endow them. yes, but not with money till you have endowed them with brains . . , not with a building until you have provided them an audience "

Professor Waugh's book on the use and construction of garden theaters contains many designs and working plans of "players' greens," open-air theaters and college bowls. It is presented from the landscape architect's point of view rather than the dramatist's. By way of preface Percy MacKave urges the founding of outdoor theaters for the people, "No better investment . . . could be made by a country community than an outdoor theater, properly conducted during the outdoor season."

As most suitable types of performance for the open air are cited dramas of the Shakespearean and Greek traditions. pageants and masques. Modern drama is too apt to be built upon steam-heated tradition. Of the problems of design, stress is laid on too often neglected fundamentals, orientation and acoustics. Simplicity of construction and appointment is urged, puncheon benches on carpets of pine needles are preferred to the popular but uncomfortable tiers of cement seats. Torches are considered more suitable than electric lights. But of all the difficulties which confront the openair producer, one of the most vital is perhaps wisely omitted from present consideration-the weather!

MABEL HAY BARROWS MUSSEY.

Physical Training for Business Men By H. Irving Hancock. G. P. Pulnam's Sons. 223 pp. Price \$1.75; by mail of the Survey, \$1.87.

"Business men," in this connection. must be held to include men in other professions who spend much of their time at the desk. All that the author has to say, for instance, about "the error of physical slovenliness" applies with great force to men whose life work consists in the adjustment of social relationships. There is also, in these sad days of fuel economy, an added problem for every sedentary worker of keeping warm by internal combustion which can be aided materially by the right forms of exercise.

Books on physical training are either manuals which most people will open only on doctor's orders, or they are made more readable with the help of a good deal of matter not strictly relevant. The present volume is of the latter variety; it may be added that its "padding" is interesting and contains many shrewd observations. Incidentally the author, without knowing it, supports one of the more recent discoveries in scientific management when he points out that elimination of so-called unnecessary movements adds to fatigue instead of lessening it if it leads to a succession of abrupt, jerky movements.

One lesson which the author particularly tries to drive home is that immoderate haste is not only injurious to health but defeats its own purpose. His system of exercises is devised more to give a proper balance and feeling of fitness to the whole body than to increase the efficiency of any particular organ or group of organs. Quite properly, he devotes much space to questions of "appearance," a natural approach to questions of physical fitness for the man who has not let himself run down sufficiently to feel anxious about his health.

A. B. Phelan's synthetic photographs of a model in the performance of the various exercises may be clever, but on the whole the diagrammatic illustrations of the old handbooks were easier to un-B. L. derstand

A MANUAL OF THE TREATMENT OF THE VENEREAL DISEASES

By William Allen Pusey, M.D., and others. American Medical Association. 100 pp. Price \$.25; by mail of the SURVEY. \$.28.

In convenient pocket form, the American Medical Association has reprinted several articles, which have appeared in the pages of the association's journal during the past few weeks, on the management of venereal diseases. The material is stamped with the approval of the surgeon-general of the United States army. It discusses fully the various diseases included under the general term, venereal. Its material is simple as well as detailed and is intended to instruct persons afflicted with these diseases as well as to offer a program of prevention and control.

This program includes such social measures as, first, the suppression of prostitution and of the liquor traffic, and the provision of proper social surroundings and recreation; secondly, education of soldiers and civilians in regard to these diseases; third, prophylactic measures, social and personal; provision for special infirmaries or dispensaries where these do not already exist; and, finally, strict regulation of the coming and going of enlisted men.

In all these measures, active cooperation of civilian service with military is provided for. In view of this fact, this little book will be of value to the social worker who is in any way connected with the work of social hygiene or who is interested in this work.



### BETTER CARE OF COUNTRY BABIES

THE teleral Children's Bureau has just published its first report on the care of babies and mothers in rural districts. This report, the first of a series on the subject, is based on the study of a county in Kansas where the level of prosperity is high, no home is more than twenty miles from a doctor, telephones are abundant, and roads are good.

Yet even here two-thirds of the mothers had no medical care before their children were born; more than one-third had no visit from the physician after the child was born; four-fifths of the women, farmers' wives, had to work for large farm crews until very near the time of confinement. The infant mortality rate, though fairly low in this county, could be brought even much lower by provision of standard medical and nursing care, according to the plan proposed by the Children's Bureau. "The next step. says the report, "may well be the establishment of a nursing service for the rural parts of a county.

Practical plans for helping to meet the rural situation are announced from another state-Wisconsin-whose Anti-Tuberculosis Association has opened a "correspondence department of advice" for nurses, a three months' training course for graduate nurses wishing to enter the field of public health, and a six weeks' summer "graduate course" for nurses already in this field. "These trained courses. writes Louise F. Brand, of the Wisconsin association. "are for the specific purpose of meeting needs for public health nurses in states which, like Wisconsin, have large rural and small-town populations."

These courses have grown out of the plan originated several years ago of offering the service of a public health nurse for one month to the communities which made the highest per capita sales of Red Cross Christmas Seals.

The success of this plan in rural districts proved the desirability of creating a demand for public health nursing in the smaller cities of the state. Again the response to this plan brought the as-448

sociation face to face with a new problem—a rapidly increasing demand and a limited supply. Hence, it has been found that nurses accustomed to work in metropolitan districts have difficulty in facing the particular problems of curtal areas.

Country as well as city may be expected to shure in the benefits of another nursing development—a fellowship, not four Greek archeology, nor for Romance philology, but for the study of public health, planned by a group of Vassar College graduates and others, friends of Mary Pemberton Nourse, whose death in 1916 interrupted her preparation for service in the public health field.

The fund will be named in memory of Miss Nourse. Though administered under Vassar College, it is open to any woman who can fulfill its terms—the bachelor's degree, some concrete study tending towards public health work or practical experience in the work, and an adequate conception of the scope and importance of public health.

"The maintenance and progress of democratic life," writes Julia C. Lathrop, chief of the federal Children's Bureau, in a letter to the founders of the Nourse Fund commending their project, "now depends in large measure upon our ability to solve the problems of public health. Involved as they are with problems of economics, industrial and social welfare, we cannot suspend our responsibility for this fundamental work. War only makes it more timely, more urgently necessary."

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### A CHARITY FEDERATION FOR

"FEDERATION of philanthropies is no new idea for Toronto," says a bulletin of the city's Bureau of Municipal Research. This city is at present divided into nine districts, each with a Neighborhood Workers' Association which coordinates the detailed reliei activities for the district of the various social agencies, large and small. These local associations, so far, have been without paid secretaries, and their city-wide cooperation is secured by a Central Council, elected on a representative basis.

The advantages of close cooperation have become so apparent that, since no other provision for this purpose was available, the municipal Social Service Commission, out of city funds, paid the salaries of three secretaries to the Central Council. This arrangement, the bureau suggests, has led to an undesirable dual control, which could be overcome in part if the necessary appropriation were voted to the Central Council itself.

But, in order to make the whole system of relief more directly responsible to the citizens, it is recommended that the council forego this public subsidy and itself raise annually the sum necessary for the maintenance of an adequate central staff; i. e., a chief executive officer and three secretaries.

For the same reason, the controlling influence of the professional workers through their elected representatives on the central body—which is essential for a smooth working of the system—should be supplemented, it is urged, by a lay body, representative of the city at large, to decide on plans of work for the city as a whole and to find the necessary money.

By surveying the philanthropic field as a whole, the proposed "Lay Board of Federation of Philanthropies" would not only help in unifying policy as regards outdoor relief, but would bring it into closer connection with the policies concerning institutional relief and hospital service, which also might be worked out by separate central councils financed by and responsible to the lay board.

#### ANOTHER RALLY AGAINST TUBERCULOSIS

A GROUP of experts in the study and prevention of tuberculosis gathered at the Hotel Savoy in New York city on January 13 for the twofold purpose of announcing that the National Jewish Hospital For Consumptives at Denver, Colo., was to be placed at the disposal of the government for the care of soldiers found to be afflicted with tuberculosis; and second, to cohfer on the need of anti-tuberculosis work as revealed by war conditions.

The hospital itself is a somewhat unique institution. One article of the unique institution. One article of the creed of its founder, Samuel Grabfelder, is that no hospital has done its duty toward a patient when it cures him and then turns him out without knowing what is to become of him. "If feel, said Mr. Grabfelder, "that our foll; said Mr. Grabfelder, "that our patient is assured of living under conditions that will not tend to make him again a vietim of the disease."

Because Mr. Grabfelder so believes, the hospital has, in addition to the usual provision for the care of patients-a research laboratory, examining physicians, dental department, dispensary, and farm, providing fresh milk, eggs, vegetables every day-a social agency offering the service of a social welfare worker and visiting nurse for the aftercare of patients; a child welfare department for the admission of children as preventorium cases; an industrial school where classes are held in English, domestic science, bookkeeping, and other subjects, and a graduated work system. This system provides for the careful examination of patients in regard to their ability to work at tasks requiring from a half hour's work to three hours' work daily. This enables patients to become self-supporting at least in part when they are discharged, and also gives them an occupation which will distract their attention while still within the hospital.

The value of an institution including these departments among its active working provisions is evident at this time when every effort is being made to provide not only for the hospital care of recruits found until for service or soldiers who return disabled from the front, but also, to fit them to take again their stand in civilian life on the basis of independence.

Col. C. F. Bushnell, of the surgeongeneral's office in Washington, spoke on the numbers of consumptives which the draft was revealing in this country. "The latest reports of the department," Colonel Bushnell said, "indicate that about 2 per cent of the men examined were found to have active tuberculosis."

Col. C. U. Dercle, of the French Army Medical Corps, on duty in Washington, said that some of the stories reporting France as a nation undermined with tuberculosis are much exaggerated. They claim to be based upon official figures published at the Paris Academy of Medicine in 1915, These figures. however, did not represent the findings of experts in diagnosis, for under more careful tests nearly 60 per cent of the original number of cases were found to have been wrongly diagnosed. In the urgency of those early months of the war, examinations were given by civilian physicians, many of whom had had but slight acquaintance with tuberculosis, and many symptoms not properly belonging to that disease were, in the anxiety of the time, wrongly interpreted.

Other speakers at the Savoy were Jane Addams of Hull House, who reminded the men and women interested in combating tube reulosis that the disease existed particularly among the poorly tuberoulosis and fattigued, and was therefore to some extent the result of economic conditions; Dr. Herman M. Biggs, New York state commissioner of health; John H. Finley, commissioner of education of New York state; and Dr. Charles J. Hatfield, secretary of the National Association for the Study and Prevention of Tuberculosis.

### FINDING COAL FOR EMPTY BUCKETS

CHURCHES, schools, even munition factories, have been obliged during the last few weeks to close down for lack of fuel. In New York and Philadelphia, coal cars and sheds have been raided while railroad guards and policemen were powerless to stop the frantic masses who were gathering the precious fuel in bage, bastes, buckets and every conceivable receptacle. Pictures in the Philadelphia papers, more particularly, show, riots resembling scenes of the Petrograd revolution.

The fuel administrators, federal, state and city, energetically pressed forward plans for relieving in the eastern cities a shortage which was almost entirely due to congestion of traffic, intensified by an unusual cold spell. But after two weeks of suffering, the need for emergency measures to assure a sufficient supply for the homes of the people is as great as it was at the beginning. task is not primarily one of relief, in the narrow sense, since the great majority of those in need of fuel are able to pay for it; but the most drastic measures had to he taken to reduce the suffering produced in hundreds of thousands of homes.

In New York, the situation was madeworse by the refusal of dealers to distribute coal and sell it at government rares which, owing to the high cost of trucking brought about by the general traffic congestion, would, they said, involve a loss of sixty cents per ton. The city Fuel Administration decided to distribute daily 3,000 tross in quantities not

exceeding half a ton. This quantity, however, either has not been forthcoming or has proved insufficient.

The mayor, after learning from the fuel administrator that he had no power to confiscate coal stored in reasonable quantities for industrial purposes, sent the police to inquire into the amounts of coal in the cellars of private houses and appealed to the wealther citizens to let him have for distribution any surplus over their immediate wants. In this way, many of the retail yards in all parts of the city have been kept supplied.

In addition, the mayor collected a small fund for the purpose of giving coal to the destitute. Dealers throughout the city were asked to honor tickets for coal given out by the city and to give priority to their holders over other purchasers. Churches, settlements and other voluntary agencies are cooperating in issuing tickets, giving preference to homes with children. Fraud is prevented, as far as possible, by police investigation. As in all similar recent emergencies, the city police of New York are acting with the utmost tact and friendliness towards the poor and prove themselves an important social agent of the city government.

In Philadelphia, no special work has 'been done either by the city authorities or by private philanthropy; there has been so little coal in the city that practically nothing could be done apart from the activities of the Fuel Administration to get supplies. Here, even more than in New York, considerable public indignation has arisen against the Fuel Administration which is held to sympathize unduly with the dealers and, while anxious to keep war industries going, to be insensible to the urgent domestic need for fuel.

In Buffalo, N. Y., the distress, says Frederic Almy, has been mostly with people of small means who cannot receive charity: though the rich as well as the poor have been uncomfortable, especially those who use natural gas instead of coal, for the supply of this is small and miserable. In one respect, however, Buffalo provides an object lesson in preparedness. As far back as October, methods of preventing a coal famine among the poor were discussed; and one of the largest coal dealers offered to place in a special pocket for the Charity Organization Society, of which Mr. Almy is secretary, all the coal needed this winter for its families. These have, in fact, been adequately cared for without suffering. In October, the overseer of the poor had no coal and had to send families to the Charity Organization Society; since then a special supply has been made available for him also.

In Detroit, likewise, the poor have been provided for by preferential consignments. The rest of the people, at least those who for lack of foresight or

of storage space have not secured a sufficient supply during the summer, are in continuous difficulty. The Police Department, acting as agent for the Fuel Administration, is keeping track of the local dealers' supply and issues orders for a ton at a time against the dealers to those who are entirely or almost without coal. Even so, the supply is at times between two and three thousand orders behind, and people have to go without fuel for a day or two. Preference in orders, as in New York, is given to authorities are cooperating with the Fuel Administration in economizing consumption as much as possible. William J. Norton, secretary of the Associated Charities, to whom we owe this information, at the time of writing saw the end of the difficulty by an influx of coal from Ohio.

In Chicago, the coal supply has been adequate; hence no emergency plans have been necessary beyond the efforts of the charities to prevent avoidable suffer-

ing among the poor.

In Boston, all efforts to keep open channels of supply proved insufficient, It was agreed, as soon as it became apparent that a marked shortage was inevitable, that the families who depend on coal to cook the daily meals must be given preference. To do this, an attempt is made to restore the bag trade which chiefly operates through the corner procesies. Until this succeeds, the coal dealers have arranged to sell at the sixty or more wharves coal in quantities of 25, 50 and 100 pounds to those who will come for it. A price, correspondingly lower than for delivered coal, was reached by mutual agreement.

In the North and West Ends of Boston and certain sections of the South, where there are no wharves, settlement houses are being used as stations for these small sales. A joint committee of coal dealers and charitable agencies is daily providing for those unable to pay for their fuel. At the city hall, the Fuel Administration has established an office to receive applications from those unable for one reason or another to go to the wharves or coal depots. These orders are filled with the help of city teans and motor trucks hired by private subscription. A reserve supply for the hospitals has been provided for.

"There is," writes a member of the local fuel administration, "a great deal of neighborly helpfulness; it has become a common sight to see people carry water and coal to neighbors whose pipes are frozen and whose coal hod is empty." The Boston Fuel Committee is doing what it can to prevent the closing of the schools. "It is pertinent to ask," writes our informant, "shall saloons, breveries, social clubs, and the like, run early and late at the expense of the schools." Naturally, one cannot help thinking of all

sorts of adjustments, such as the combining of churches, the climination of certain organizations and the suspension on part time of others. And this must take place unless the supply greatly increases."

In Cleveland, a fine spirit of cooperation among operators, the Chamber of Commerce and other bodies, prevented oversupplies on the one hand and filled the temporary needs for small amounts on the other. Energetic measures were taken to ascertain all sources of supply and to mobilize agencies of distribution. The Relief Department of the city contracted ahead for coal and, pressing all possible agencies for delivery into service and also calling for unusual efforts at individual fetching of supplies, enables those to get coal who could not pay for delivery. The city's supply of natural gas, though the pressure was very low in the severe weather, helped to meet the needs.

At one time the situation appeared desperate. The Cleveland Electric Illuminating Company, whose plants run many of the manufacturing establishments, the street cars, public buildings, etc., shut down all but one-third of the factories for several days in order to be able to run the street cars and to light the homes of the city. The factories allowed to stay open were munitions plants and agencies for food and other necessary supplies. A complete tie-up of the whole city was only prevented just in time. "The whole experience. writes Sherman C. Kingsley, director of the Welfare Federation, "has served to bring home to people the fact that transportation, illumination, heating-all these commodities and enterprises-are fundamentally great human services rather than merely commercial organizations."

In Denver, a city ordinance passed last summer empowered the mayor to obtain, at a time of emergency, such fuel and food by purchase or otherwise as may be required for the relief of the city and county and to supply this at cost price. In the course of the fall, George A. Levy, chief of the Industrial Bureau, made extensive visits to the coal fields and, from many options secured, finally made contracts for the entire output of three mines, unconnected with the local coal combine. Small advances were paid to enable the purchase of additional equipment for the purpose of increasing output and, in the case of one of the mines, to lay a track which would facilitate direct shipments to the city.

Coal yards in the city were rented, and delivery to the homes of the people was contracted for with a large coal delivery firm. Thus a complete plan for delivery of fuel from the nine to the bin was completed without a heavy investment of the city in municipal ownership. (Further details are given by Mr. Levy in the American City for January.

In three months, the city took orders from about four thousand individual families for the delivery of coal in quantities ranging from one to three tons. In addition, the public buildings and institutions have been supplied. At the municipal lodging house and the bath house, sacked coal in lots of 50 and 100 pounds is sold to families too poor to buy a ton at a time. In this case, the coal is furnished by private dealers and retailed at a trifle less than cost.

Substitution of wood and oil for coal. in spite of the admonition of the Fuel Administration, has been found practicable only to a very small extent in the big cities. The national campaign now waged for fuel conservation, for which a special speakers' pamphlet has just been issued by the Fuel Administration. may contribute, however, to lessen the habitual wastefulness of the American people in this respect, with benefit not only to their pocket and to a better distribution of available supplies but also to health. The Extension Department of the Massachusetts Board of Education has issued a bulletin on Coal Thrift with detailed suggestions for a more economical heating of houses.

### MEN WHO CANNOT GIVE THE COUNTERSIGN

RECENT examination of French enlistment statistics by Dr. Chervin reports the rejection of seventyfive men out of every ten thousand because of stammering. Their rejection was based upon the inability to ask and give the countersign. Dr. Chervin tells of an officer whose stammering was so slight that it did not at first incapacitate him for military service; but one day while marching his men forward the idea flashed into his mind that he would not be able to give the command to halt. The result of this nervous fear was that he was totally unable to call "Halt." and only by a kind of cry succeeded in stopping the men on the very edge of a

ditch. The incident is quoted by Ernest Tompkins of Los Angeles, a layman, whose studies in the field of stammering have been extensive. Mr. Tompkins' theory is that stammering is certainly at first a temporary speech disturbance that frequently results from a fright, accident, serious illness or extreme emotion or exhaustion. The child who stammers is frequently imitated by teasing playfellows. His embarrassment on this account simply intensifies the tendency to stammer, and the impediment is quickly acquired. "Watchfulness of any tendency," says Mr. Tompkins, "to hesitate in speech is an exceedingly simple way of avoiding early embarrassment and later actual disadvantage for the child.'

Mr. Tompkins estimates that there

are probably 300,000 children in the United States who are cultivating this speech disorder. He urges that parents and teachers forbid the child to talk while stammering, but rather, to encourage it to wait and quiet itself, in which case it usually can speak without any difficulty; or else to express itself by signs. It "will surely recover if this treatment is continued.

The importance of this matter from the educational as well as the military angle is emphasized by an article appearing in a recent issue of the Journal of Heredity. This article, based upon the study of a large number of cases of stammering, shows that in a majority of instances the stammering child has stammering relatives. But that stammering is not merely the result of the child's imitation of the fashion of speaking is evident from the fact that often they live at a distance and there has been no opportunity for the child to meet them. The article concludes that stammering is a defect which tends to become hereditary, and it urges prompt attention to the defect, in consequence,

In this connection, should be mentioned the courses under the direction of Dr. Walter B. Swift of the Harvard School of Medicine, whose voice and speech clinics were opened in 1912 and 1915, respectively. Dr. Swift's courses emphasize first, the medical aspect of speech impediments, such as the interference with speech development caused by enlarged tonsils, cleft palate or paralysis of the tongue; then the psychological aspect, in which he discusses the mental functions relating to speech; third, the treatment of speech defects. and finally, the relationship of speech disorder to public schools.

A definite endeavor is made to arouse the interest of teachers in the medical phase of this defect in their students. Indeed, the role of the teacher in saving the child from permanent defect is strongly emphasized. During the past studied the methods and systems of the Harvard voice and speech clinics in order to put these into practice in their own classrooms.

### ONLY DEMOCRATS NEED APPLY

\*HOSE who watched with approval during Mayor Mitchel's administration in New York city the growth of progressive policies in the departments of charities, corrections, police and others, are finding small hope for a further development of such policies in the appointments by Mayor Hylan and his associates. For the most part, the new persons are unknown or none too favorably known for their acquaintance with progressive thought. Tammany Hall is credited with having "inspired" twelve of the major appointments, the Demo-

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cratic organization of Kings, Hylan's home borough, with thirteen.

Arthur Woods, commissioner of police, has been displaced by Frederick H. Bugher; John A. Kingsbury, commissioner of public charities, by Bird S. Coler, a former comptroller; Burdette G. Lewis, commissioner of corrections, by James A. Hamilton; John J. Murphy, tenement house commissioner, by Frank Mann; Cabot Ward, commissioner of parks for Manhattan, by William F. Grell; and Robert Adamson, fire commissioner, by Thomas Drennan. The commissioners of health and

street cleaning have not yet been named. Mayor Hylan's appointments to the new Board of Education of seven unpaid members are, with two exceptions, practically unknown. The Rev. Jonathan P. Day, who succeeds Henry Moskowitz as commissioner of public markets, is pastor of the Labor Temple and well known in labor circles.

Commissioner Coler is one of the respectable adherents of Tammany Hall. Cooperation has been proffered him by individuals and agencies that aided Mr. Kingsbury in establishing the five important bureaus of institutional inspec-

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tion, social investigation, social statistics, the clearing bureau and the children's home bureau, whose work is described on page 435. Nevertheless Mr. Coler has already indicated his intention to curtail some, at least, of the work of these bureaus. The holding up of all temporary appointments under the civil service by Mayor Hylan has had that effect, in part. Mr. Coler has appointed as his third deputy Stephen A. Nugent, a Democratic leader in the Bronx, who previously held this position for some months under Commissioner Drummond and who is understood to have had strong Tammany backing for the place,

Another Tammany leader, William Dalton, has been made deputy commissioner of correction. Mayor Hylan is understood to be favorable to a bill introduced in the legislature since his election to abolish the Parole Commission of three paid members, which Katherine B. Davis was instrumental in creating. This commission was established to give force and virility to the indeterminate sentence act.

Robert W. Hebberd, who retired from the secretaryship of the State Board of Charities while the Strong inquiry into the conduct of that body was in progress, has returned to public life as secretary of the Child Welfare Board. This board administers the mothers' pension act. Mr. Hebberd was made defendant in a perjury charge for testimony given before Commissioner Strong. and Justice Greenbaum, of the state Supreme Court, held that while "a jury would be justified in finding that Hebberd wilfully and knowingly testified falsely" before the commissioner, nevertheless the "alleged perjurious testimony" was not material to the investigation and therefore the information against him could not be sustained.

Five members of the Child Welfare Board who had stood for the budget plan of granting pensions, including Henry Bruere and William H. Mathews, resigned recently as a protest against what they feared would be loose methods of administration in the future. Successors to them have not yet been announced.

The Women's Municipal League has issued a statement specifically urging all civic organizations to oppose the curtailment of the five bureaus in the department of charities.

### NEW HAZARDS IN NEW JOBS FOR WOMEN

PROHIBITION of women from some industries or protection of women in all industries were the alternatives before women labor delegates to a conference on maintaining labor standards in war time, called by the Women's Trade Union League of New York last Sunday. Both sides had their adherents until a little Jewish cloakmaker settled

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the argument for good and all. "We women might some day be presidents of the United States, so every job should give us a chance," she said; and thereupon the conference voted down a resolution opposing the introduction of women in machinery plants and as conductors on the cars.

Instead, resolutions were passed calling for equal pay for equal work, an eight-hour day for all women workers including those in business offices, telegraph or telephone offices; street, elevated, subway, or surface electric railways; railroad shops and sheds and elevators; a Saturday half holiday and one full day's rest in each calendar week; an increase of twenty-five factory inspectors on the State Department of Labor force; and the passage of a health insurance law. Even though the hiring of girls as messengers was characterized by one excited gentleman as "laying the female of the species open to the white slave traffic," this employment was not barred to woman labor by the delegates' disapproval. Rather, it was recommended that a twenty-five-year age limit be established by law for women in the messenger service and that the Consumers' League be asked to raise the limit proposed by them in a bill to be introduced in the legislature from twenty-one to twenty-five years.

At present boy messengers are protected by a regulation which prohibits their employment after certain hours, but when that legislation was drafted, the possibility of women holding such jobs had never been dreamed of, so that the eighty girls now employed as messengers in New York city and the forty so employed up state are not safeguarded in any way. The wages re-ceived by women are the same as those paid men. Their hours vary from eight to ten and none work after 10 P.M.: about 30 per cent are at their duties seven days a week as the one-day-of-restin-seven law applies only to factories. The greatest danger, however, lies in the youth of the girl workers for many are as young as fourteen and sixteen years of age.

Although the substitution of women for men has not yet resulted in as disastrous effects as were found in Great Britain at the beginning of war, thanks to the educational propaganda based on English experience, testimony was given at the conference of industrial exploitation in certain trades where women have already supplanted men called to the army.

James L. Gernon, first deputy commissioner of the New York State Department of Labor, emphasized over and over again that more men are on the market than are actually needed for all open positions at this time. Nevertheless, he said, about 2,000 women have replaced men workers. In one plant about 300 women have taken the places of men; the Curtis Aeroplane Company has substituted 375 women for male employes, and another big firm 315 women; a shrapnel manufacturing company up state in New York put in 125 women. but there was so much opposition in the town by the unions that it was obliged to discharge a number. Mr. Gernon added that he did not believe the wages in most cases where women had been hired were the same as had been paid to men

Nelle Swartz, of the New York Committee on Women in Industry of the Advisory Commission of the Council of National Defense, described certain unusual fields of work which women have entered. Besides reporting on girl messengers, she spoke particularly of the women on transportation lines and of the hundreds of women employed throughout the state as elevator runners, both of whom are under no legal protection. Many of the latter work twelve and thirteen hours a day, seven days a week -one was found who had remained in her steel cage for ninety hours. In addition to the physical strain of long hours they often work at night and are exposed to the insults of drunken occupants of apartments coming home late. Their wages vary from \$30 to \$40 a month. Women car conductors, according to Miss Swartz, are also working long hours, and, as railway officials are beginning to regard women as the one stable unit left in the labor market and to draw upon them in increasing numbers, their condition should be given special attention. The Committee on Industry is about to issue a report on the subject of women car conductors and later will publish the results of a study of the war industries of Long Island City with particular reference to the employment of women on government contracte

To arouse women in these new occupations to any particular interest in their industrial welfare is difficult, because they are so much better paid than they have ever been before. Drawn from trades where they have been getting \$9 and \$10 a week, they are now earning \$19 and \$20 a week. "From my experience since the outbreak of war," declared Miss Swartz, "the challenge to all of us is to get the worker to appreciate not only the necessity of a living wage for her as an individual, but the relation of her earnings to her fellow workers, both men and women; in other words, to create a group consciousness among wage-earning women."

The conference at its closing session accepted this challenge. From among the sixty delegates attending, who represented the unions of New York in which women are members, a permanent committee of ten was elected to cooperate with the Woman's Trade Union League in maintaining labor standards, to agitate among these women substitutes and to educate them in regard to the dangers of undercutting male labor. The committee will work actively for the eight-hour bill for women which the league will have introduced at this session of the legislature.

The bill provides that no male minor and no woman shall be employed in any factory for more than eight hours in any one day (except to make a short working day in any one week) or for more than forty-eight hours in any one week

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The Crisis; monthly; \$1; National Association for the Advancement of Colored People, publisher, 70 Fifth Ave., New York.

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Was Problems in the Textile Industry. Held inder the auspices of the Committee on Social Welfare of the National Association of Cotton Manufacturers. Boston, laboury 18. See'y, Rufus R. Wilson, 45 Milk St., Bosten.

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If you know the name of the agency or organisation, turn direct to the listings (3d column) for address, corresponding officer, etc. [They are arranged alphabetically.]

If you seek an unknown source of information, turn to the subject index, following. The initialings correspond to capital letters in names of agencies.

If you want to know the agencies at work in any great field of social concern, turn also to this index. [They are grouped under major subject clas-sifications, as "HEALTH," printed in capitals.]

Correspondence is invited by the agencies listed; questions answered (enclose postage for reply) and pamphlets supplied free or at nominal charges. Membership is not required charges. Membership is not required of those seeking information, but of-fers an opportunity for you to share spiritedly and seriously in your com-munity or profession in an organized movement which is grappling with some country-wide need or cause.

If you are uncertain where to turn, address the Survey, and we shall en-deavor to get your inquiry into the right hands.

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Natl. Social Workers' Exchange. Statistics, Rep.

SURVEYS
Bureau of Municipal Research.
Russell Sage Fdu., Dept. Sur. end Ex.
NCMH, PRAS, News, NSPIR.

Thrift, Mcua. TRAVELERS AID National Travelers Aid Society.

Tuberculosis, Naspt. Vocational Education, NcLc, Rse, WRIU. Unemployment, Aall.

WAR RELIEF Am. Red Cross.
Prevantive Constructive Girls' Work of Ywcs.

WOMEN

OMEN
Amer, Homa Economica Assa.
Nati. Board of the Y. W. C. A.
Nati. Consumers' League.
Nati. League of Wom. Workers.
Nati. Women's Trade Union League.
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### ALPHABETICAL LIST

AMERICAN ASSOCIATION FOR LABOR LEGIS-LATION—John B. Andrews, ecc;; 131 E. 23 St., New York. For national employment service for mobilizing and demobilizing war worker; main-taining labor standards; workmen's compensation: health insurance.

AMERICAN ASSOC. FOR STUDY AND PRE-VENTION OF INFANT MORTALITY—Gertrude B. Knipp, exce. secy; 1211 Cathedral St., Balti-more. Literature. Exhibits. Urges prenatal in-struction; adequate absterical care; birth registra-tion; maternal nursing; infant welfare consultation.

AMERICAN HOME ECOHOMICS ASSOCIATION
—Mrs. Alice P. Norton, see'y. Organized for betterment nd conditions in home, school, institution and community. Publishes Journal of Home Economics. 1211 Cathedral St., Baltimore, Md.

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AMERICAN PROPORTIONAL REPRESENTA TION LEAGUE—C. G. Houg, sec'; 802 Franklin Bank Building, Philadelphia. Advocates a return and fundamental reform in electing representatives Literature free. Membership 31.

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Commission on International Justice and Good-will; Rev. Sidney L. Gulick, see'y.

Commission on Inter-Church Federations; Rev. Rey B. Guild, exec. see'y. Commission on Church and Country Life; Rev. Charles O. Gill, see'y; 104 N. Third St. Columbus, Ohio.

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NATIONAL CHILD LABOR COMMITTEE— Owen R. Loveipy, see'y; 105 East 22 St. New York. 35 state branches. Industrial and agricultural investigations; legislation; studies of administration: centenation; children's codes. Publishes quarterly Child Leber Bulleties. Photographs, alides and exhibits.

NATIONAL CHILD WELFARE ASSOCIATION —Chas. F. Powlison, gen. sec'y; 70 Fifth Ave. New York. Cooperates with hundreds of social agencies. Headquarters for child welfare materials, exhibits, literature, etc. Inquiries invited.

MATIONAL OOMMITTEE FOR MENTAL HY-OLENE—Cilford W. Beers, see'v: 50 Union Sq., New York. Pamphlets on mental bygiene, mental disorders, feeblemindedness, epilepsy, Inebriety, criminology, war neuroses and re-education, social service, backward children, surveys, etate societies. Mental Hypiers; quarterly: 32 a year.

NATIONAL OOMMITTEE FOR THE FREVEN-TION OF BLINDNESS-Edward M. Van Ciera, unnaging director; Gordon L. Berry, field set'; New York of the Committee of the Committee of the New York of the Committee of the Committee of the Committee of the Committee of movement-samples free; quantities at cost. Includes New York State Committee.

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MATIONAL LEAGUE OF WOMEN WORKERS— Iean Hamilton, org. see'y; 35 E. 30 St., New York. Evening clubs for girls; recreation and instruction in self-governing and amporting groups for girls of working age.

MATIONAL LIBERAL IMMIGRATION LEAGUE
—Snn Bidg, N. Y. Advocates selection, distribution and Amaricanization and opposes indiscriminate restriction. Catalog of publications on request. Memberablp (\$1 np) includes all available pamplets.

NATIONAL ORGANIZATION FOR PUBLIC HEALTH NUBSING—Ella Phillips Crandall, R. N., exec. sec; 500 Lexiugton Ave., New York. Object: To stimulate the extension of public health nursing; to develop standards of technique; to maintain a sentral bureau of information. Bulletins sent to members.

HATIONAL SOCIAL WORKERS' EXCHANGE
—Mrs. Edith Shatto King, mgr., 130 E. 22 St.,
New York. A cooperative registry managed by social workers. Social organizations supplied with
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MATIONAL SOCIETY FOR THE PROMOTION OF INDUSTRIAL EDUCATION—May Allisson, asst. secy; 140 W. 42 St. New York. Promotion of legislation for federal and state-aided vocational education; organization of industrial schools and classes; surveys, publications, conferences.

RATIONAL TRAVELERS AID BOOTETY—Gilbert Coigate, pres; Rush Taggart, treas; Orin C. Baker, sec'y; rooms 20:1 465 Lexington Ave., New York. Composed of non-commercial agencies interrested in the guidance and protection of travelers, especially women and girls. Non-sectarian.

NATIONAL WOMAN'S PEACE PARTY. Section for the United Status of the International Committee of Women for Permanent Feeder—Mrs. Ching, 116 S. Michigan Ava., Chicago. The purpose of this organization is to miles all American women in arousing the nations to respect the ascredness of human life and to abolish war.

NATIONAL WOMEN'S TRADE UNION LEAGUE—Mrs. Raymond Robins, pres.; 139 N. Clark St. (room 703), Chicago. Stands for self-government in the work abop through organization and also for the ensetment of protective legislation. Information given. Official organ, Life and Lebor.

PLAYGROUND AND RECREATION ASS'N OF AMERICA-H. S. Braucher, see'y; 1 Madison Av., N. Y. C. Playground and commonity ceuter activities and administration; cooperation with War Dept. Commission on Training Camp Activities.

RUSSELL SAGE FOUNDATION—For the Improvement of Living Conditions—John M. Glenn, dir., 130 E 22 St., New York. Departments: Charity Organization, Child Helping, Education, Stanstics, Recreation, Remedial Loans, Sarveys and Exhibits, Industrial Studies, Library, Southern Highland Division.

SHORT BALLOT ORGANIZATION—Woodrow Wilson, pres.; Richard S. Childs, sec\*y; 383 Fourth Ave., New York. Clearing house for information on short ballot, commission gov't, eity manager plan, county gov't. Pamphiets free.

SURVEY ASSOCIATES, IMO.—Rebert W. de Forest, pres.; Arthur P. Kellogz, esc'y; publishers of the Sourey; Paul U. Kellogz, editor: Edward of the Sourey; Paul U. Kellogz, editor: Edward editors; departments; Civica, Graham R. Taylor; Industry, John A. Fitch; Health, Alice Hamilton, M.D., Gertruda Seymour; Education, Crime, Wintorp D. Lane; Føreiga Service, Bruno Lasker.

TUSKEGEE INSTITUTE—An institution for the training of Negro yeasth; an experiment in race adjustment in the Black Belt of the South; fur nishes information on all phases of the race problem and on the Tuskegee Idea and methods. Robert R. Morton, prin.; Warren Logan, treas.; Emmett J. South, seevy; Tuskegee, Ald.

WOMEN'S EDUCATIONAL AND INDUSTRIAL UNION—Miss Bielen N. Henry, exc. sec'y, 264 Beyfston St., Boston. Information regarding women's work, vocational opportunities, social weiters legislation Mass; practical training in institutional management through industrial departments. Reading lists on women's vocations.

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A New Industrial Revolution
The Bolsheviki Drop in on Us
Laggards at Night School
Financing House-Building
Unemployment by Fiat
The "Meanest" Boy and the Courts
Home Service of the Red Cross
Reviews of Some Recent Books

## **NEXT WEEK**

Seven Weeks in Italy
Beginning a Series of Three Articles
By Paul U. Kellogg
EDITOR OF THE SURVEY

#### PAMPHLETS RECEIVED

Pamphlets are listed once in this column without charge. Later listing may be made under CURRENT PAMPHLETS (see page

#### CIVICS

THE EFFECT OF LAND SUBDIVISION UPON HOUSING AND PUBLIC HEALTH. By John Nolen, Cambridge, Mass.
Low-Cost Cottage Construction in Amer-

ICA. (A study based on the housing collection in the Harvard Social Museum.)
By Winthrop A. Hamlin. Publications of the Department of Social Ethics in Har-vard University, No. 7. Harvard University, Cambridge, Mass.
INDUSTRIAL HOUSING: BETTER HOMES FOR LESS

Money. By John Nolen, Cambridge, Mass. A New Call to the Colors. By J. Horace McFarland, president of the American Civic Association. Series 11, No. 11. American Civic Association, Union Trust bldg, Washington, D. C. 10 cents.

COMMUNITY ORGANIZATION IN WAR TIME:

1. Introductory Explanation; 2, Americanization. Prepared by Alice S. Cheyney for the committee on enlistment and placement of volunteers for social service. Committee on Public Safety, Department of Civic Relief, Finance building. Philadelphia.

A STATISTICAL STUDY OF AMERICAN CITIES.
Bulletin No. 27 (Social Service Series No. 3) of Reed College, Porsland, Oregon.

A SURVEY OF THE RESULTS OF WOMAN SUF-FRAGE IN CALIFORNIA MADE BY THE COM-MITTEE OF POLITICAL SCIENCE. California Federation of Women's Clubs. Mrs. Iosiah Evans Cowles, president, Los Angeles, Cal.

ANNUAL MESSAGE OF RICHARD I. MANNING. governor to the General Assembly of South Carolina at the regular session, be-ginning January 8, 1918. Columbia, S. C. CRIME

A MUNICIPAL DETENTION HOME FOR WOMEN OFFENDERS. Issued by the Sub-Committee on Prison Reform; prepared by the Department of Research and Statistics of the Municipal Court. Bulletin No. 21, Central Bureau of Philadelphia Yearly Meeting of Friends, 150 North 15 street, Philadelphia.

MOBILIZING THE COUNTY JAIL: STSTEMS OF EMPLOYMENT FOR JAIL PRISONERS WHICH MAKE MEN AND MONEY. Prepared by H. L. Baldensperger, National Committee on Prisons and Prison Labor. Bulletin No. Bulletin No. 22, Central Bureau of Philadelephia Yearly Meeting of Friends, 150 North 15 street, Philadelphia.

#### EDUCATION

SAFEGUARDING CHILDHOOD IN PEACE AND WAR. By Owen R. Lovejoy. Reprinted from Child Labor Bulletin. Pamphlet 278, 5 cents; Child Labor in Your State, a study outline, prepared by Florence I. in Food Production—a summary of the results of the use of children in the pro-duction in the United States in 1917 with suggestions for 1918. Pamphlet 277 (revised), 5 cents; What Shall We Do for the Children in Time of War? Pamph-let 276, \$2.50 a hundred. National Child Labor Committee, 105 East 22 street, New York city.

#### HEALTH

SAVING SIGHT A CIVIC DUTY. A demon-stration by the Public Health Department of Buffalo of how a typical city conserves the vision of its future citizens. No. 13,

National Committee for the Prevention of Blindness, 130 Enst 22 street, New York street

SICKNESS SURVEY OF PRINCIPAL CITIES IN PRINSYLVANIA AND WEST VIRGINIA (SIXth Community Sickness Survey). By Lee K. Frankel and Louis I. Dublin. A Health Frankel and Louis I. Dublin. A Health Comus of Kansas City, Missouri (Seventh Community Sickness Survey), by Lee K. Frankel and Louis I. Dublin; Sickness Survey of Pittsburgh, Pennsylvania, by Lee K. Frankel and Louis I. Dublin; A Health Cennus of Chelera Neighborhood—14th to 12d streets, 5th avenue to the Hudson River, New York city (Community) Sickness Survey conducted by the Metropolitan Life Insurance Company and the Chelsea Neighborhood Association). Bulletins of the Metropolitan Life Insurance Company, 1 Madison avenue, New York city.

PROPHYLACTIC THERAPY FOR RICKETS IN A NEGRO COMMUNITY. By Dr. Alfred F. Hess and Dr. Lester J. Unger. Reprinted from the Journal of the American Medical Association, 535 North Dearborn street, Chicago.

FEEBLEMINDEDNESS AND THE STATE. Address by Hon. Henry M. Sage, chairman, Hospital Development Commission, delivered before the State Conference of Charities and Corrections, Binghamson, N. Y. Committee on Mental Hygiene, State Charities Aid Association, 105 East 22 street, New

York city.

A New Water Sample Shipping Case. R. R. Spencer, assistant surgeon, and H. P. Leiton, sanitary engineer, United States Public Health Service, Reprint No. 425 from Public Health Reports. 5 cents from

Trom Public Health Reports. 5 cents from Superintendent of Documents, Government Printing Office, Washington, D. C.
THE NOTIFIABLE DISEASES—PREVALENCE IN STATES, 1916. Repirit No. 426 from the Public Health Reports. 5 cents from Superintendent of Documents, Government

#### INDUSTRY

WAGES AND HOURS OF LABOR IN THE IRON AND STEEL INDUSTRY 1907 TO 1915. Bulletin Whole Number 213, Bureau of Labor Sta-tistics; Wages and Hours of Labor Series, No. 25. 35 cents from Superintendent of Documents, Government Printing Office, Washington, D. C.

STORAGE BULLETIN No. 9, ON THE EMPLOY-MENT OF WOMEN IN THE STORAGE AND WAREHOUSE DEPOTS OF THE UNITED STATES ARMY. Prepared by Mary Van Kleeck, of the Russell Sage Foundation. The Storage Committee of the War Industries Board of the Council of National Defense, 5216 New Interior bldg., Washington, D. C.

LABOR PROBLEMS OF WARTIME. War Service Bulletin No. 5, Joint Commission on Social Service of the Protestant Episcopal Church, 281 Fourth avenue, New York. 10 cents per copy.

#### INTERNATIONAL

RUSSIA-AN OPPORTUNITY FOR AMERICAN EN-GINERRS. By George C. Whipple, presi-dent. Boston Society of Civil Engineers. Boston.

From the Società UMANITARIA, Milan, Italy. SETTE ANNI Di VITA DELLA CASA Di LABORO
(The Home and Industrial Colony for
Unemployed after seven years), Price 1.250

GLI UFFICI DI COLLOCAMENTO, ETC., 1917 (The Labor Bureau and the Unemployment Insurance Fund, and their contribution to the aid of those thrown out of work by the war.)

PER IL NUOVO AVVILMENTO AL LAVORO DEI SOLDATI RESI INVALIDI DALLA GUERRA. By Lavinia Mondolfo, 1915. (For a new beginning in the work of disabled soldiers account of a visit to the "Labor School"

LA GUERRA E LE PENSIONI. By Vittorio Olivieri, 1916. (A Paper on War Pensions.) Le PENSIONI PRIVILEGIATE DI GUERRA, 1916. (A handbook of instructions and advice for siek and disabled soldiers and for the families of soldiers

fallen in the war.)
THE ROAD TO PEACE VIA SHEPHERDS: THE
ROAD TO PEACE VIA SAINTS. SETMONS by Sydney Strong, pastor, Queen Anne Con-gregational Church, Seattle, Wash., 5 cents each; 25 cents a dozen.

#### LIVELIHOOD

CONSUMERS' COOPERATION DURING THE WAR. By Albert Sonniehsen. Published by the Cooperative League of America, 2 West 13 street, New York city, 5 cents.

THE PSYCHOLOGICAL CLINIC OF THE SOUTH-ERN CALIFORNIA ASSOCIATION OF APPLIED PSYCHOLOGY: A STUDY OF THE RELATION OF THE EMOTIONAL LIFE TO EDUCATIONAL AND SOCIAL PROBLEMS. By F. E. Owen. The Southern California Association of Applied Psychology, 827 Green avenue, Los Angeles, 25 cents.

COAL THEFFT: SUGGESTIONS FOR HOUSE HEAT-

to the state of the Board of Education. Whole No. 13, Department of University Extension, Boston.

Cooperative Retail Delivery: The Organi-

ZATION AND METHODS OF CENTRAL DELIV-BRY SYSTEMS. By Walton S. Bittner. Bul-letin of the Extension Division, Indiana University, Bloomington, Ind.
FOOD SUPPLY IN FAMILIES OF LIMITED MEANS.

A study of present facts of the food problem in Boston families by six welfare agencies, members of the League for Preventive Work. Report written by Michael M. Davis, Jr. Publication No. 3, League for Preventive Work, 44 Bromfield street. Boston, 10 cents.

#### RECREATION

CITY COMPORTS FOR COUNTRY TEACHERS. BY Dr. George E. Vincent. Reprinted from The Playground, August, 1917. No. 163, 20 cents; Playgrounds Donated. No. 164: The Seven Gifts by Stuart Walker, as de-The Seven Gifts by Shuart Walker, as de-scribed by Grace Humphrey. No. 165, 25 cents; The New Spirit of the New Army Making Democracy Safe for the Soldier (an account of what Atlanta, Ga., is doing a camonment). Reprinted from the Outlook, November 28. No. 166; Recrea-tion in Industries. By Charles Frederick Weller. Reprinted from the Playeround. August, September, December, 1917. No. 167, 15 cents. Playground and Recreation Association of America, 1 Madison avenue. New York city.

#### BOOKS RECEIVED

FAMILIAR WAYS. By Margaret Sherwood. Little, Brown & Co. 206 pp. Price \$1.25; by mail of the Survey, \$1.35. RAILWAY RATES AND THE CANDIAN RAILWAY

Commission. By D. A. MacGibbon. Houghton Mifflin Co. 264 pp. Price \$1.75; by mail of the Survey \$1.87.

MARKETING AND HOUSEWORK MANUAL. By S. Agnes Donham. Little, Brown & Co. 241 pp. Price \$1.50; by mail of the Sur-

ARMS INSTRUCTORS MANUAL-1918. Compiled by the Small Arms Instruction Corps. E. P. Dutton & Co. 184 pp. Price \$.60; by mail of the SURVEY, \$.65.

THE FALL OF THE ROMANOFFS. By author of Russian Court Memoirs. E. P. Dutton & Co. 312 pp. Price \$5; by mail of the SURVEY, \$5.20.



# A New Industrial Revolution in England

By Bruno Lasker

HE introduction of steam power in manufacture had so marked an effect upon the development of industry a hundred years ago and gave so predominant a direction to the social and economic history of the nineteenth century that with it there has come to be popularly associated the name of the Industrial Revolution. Of course, the possible uses of steam power were well known before that time. But it required a pressing, universal demand for higher industrial productivity to cause the rapid development of steam power for manufacturing uses; and this demand was created by a prolonged and costly war which threatened to burden the country with unbearably heavy taxation.

Is it merely a coincidence that today, under similar political and economic circumstances, there is again arising in England a new mastery over the sources of mechanical power, promising within the next half century or so to transform once more the processes of production and to give an entirely new trend to social progress? I do not assert that history repeats herself. Indeed, the outlook would hardly be a pleasant one if we had to contemplate a new stimulus to manufacturing efficiency which brought back that period's subserviency of the common weal-and of common sense-to the worship of productivity. Only too slowly are the civilized nations emerging from it even now. The significance of the present movement, on the contrary, lies in the fact that it is leading away from the evils of nineteenth century industrialism towards a fitter and nobler form of economic organization.

Many influences conduced, in the Industrial Revolution, to produce the deplorable social conditions which came with it. Today, other influences, whether aided by mechanical invention or not, tend in the opposite direction and are bound to effect social changes for the better. It is not my purpose to review them here, but rather to point out how they are going to be focused and accelerated by a new control over mechanical power, just as the tendencies towards exploitation, social disintegration and the emergence of an unscrupulous capitalist class a hundred years ago were favored by the introduction of a new power.

The occasion for these reflections is the issue of a report by the sub-committee on coal conservation of the British Ministry of Munitions. The chairman of this committee is Lord Haldane, and the report, though largely technical in character, shows the imprint of bis humanitarian liberalism. It is about as different from the parliamentary documents on similar subjects of a hundred years ago as such a report well could be. Though appointed to investigate possibilities of economizing fuel for industrial purposes and conserving the nation's coal supply generally, the committee came to conclusions of immeasurably where social importance.

For long, certain economists and engineers have held the view that the transference of motive power from the mines to the industries by transporting the raw coal, often over long distances, was wasteful and hindered healthy industrial development. We need not delve into the history of modern industry for proof of this statement. The present situation in the eastern states of the United States is an excellent instance. It shows that this clumsy means of provisioning manufacturing establishments with one of their prime necessaries in no longer in keeping with present-day requirements and may easily in an emergency lead to national paralysis.

The iron and steel industries of the modern world, upon which the progress of all the other industries depends to a much larger extent than is sometimes realized, have been developed almost entirely on and around the principal coal fields. Although it may be said that the growth of the textile industries preceded or at any rate coincided with that of the metal industries, it is clear that the revolution of processes which made possible that growth could not have taken place without the simultaneous revolution of processes in the making of machinery. Thus, the concentration of populations in large cities, the factory employment of women and children and the consequent lowering of the remuneration and status of the male laborer, the "dilution" of skilled labor which is still proceeding, the rise of a capitalist class on the one hand and of an urban proletariat on the other, just to mention some of the chief phases of the Industrial Revolution, can be traced directly to the introduction of steam power.

Now, Lord Haldane and his associates produce a feasible plan for undoing, so far as it can be undone, much of the mischief created by the period of steam power. Briefly, their proposal is for the supply of British industry with electric power, generated for the whole country at not more than sixteen big super-power stations, and the elimination of all smaller stations. They estimate that this would save 55 .-000,000 out of the 80,000,000 tons of coal used in the United Kingdom for producing power. The cost of this 80,-000,000 tons at the pit head is about \$200,000,000, and of this \$135,000,000 could be saved. An even greater economy, estimated in the report at about \$400,000,000 annually, could be effected by saving the by-products wasted by burning bituminous coal, as is now the universal custom in Great Britain, in open grates. The coal now used, employed economically, would produce three times the present amount of power and heat.

On the northeast coast, where already the power companies are served from a single connected system, the price of electric power per unit is from one-half to one-quarter that paid in Lancashire, which has a much denser population and uses three times as much electric power per head. At present, the supply of electricity in Great Britain is parcelled out among some six hundred private and municipal undertakings with an average generating capacity of only 5,000 horsepower. The proposal is that all these plants be fed by main trunk lines from sixteen stations with generating machines of not less than 20,000 horsepower each and, in some industrial districts of 50,000 horsepower.

The relation of cheaper and more abundant power to higher wages need hardly be emphasized. "The best cure for low wages," says the committee. "is more motive power." Increase the net output per worker, and you increase the net carrings which it is possible for industry to pay him. The substitution of cheaper for more expensive power, and that of mechanical for human power, is equivalent to an improvement of the machine itself, so far as economy of output is concerned. It does not follow, of course, that this economy must go in higher wages. But a considerable rise in wages cannot be permanently secured except where such an economy takes place.

So far the industrial side of the plan. Its direct bearing on the position of labor in the United States must be obvious. To what extent the greater average productivity of the American workman is due to the greater amount of power used per head cannot be ascertained with absolute certainty because of the complex nature of other factors entering into such a comparison. But such comparative studies as have been made of individual industries seem to point to this as an important reason for the higher average productivity of the American worker and for his higher wage. It is clear, in any case, that a considerable increase in the productivity of British labor must inevitably strengthen its competitive position in the markets of the world.

But the industrial economies suggested by Lord Haldane's plans are only one part of the story. The cheapening of electric power will, in the more progressive communities, give an impetus to the development and improvement of public services; it will make it possible, more particularly, to carry through extensions of transportation facilities which now would not pay, thus helping building enterprise in outlying districts and the decentralization of large cities.

On this point, many recent investigations of housing conditions have supplied irrefutable evidence. They have shown that the absence of adequate trolley services is forcing industrial workers to live in cities and congested suburbs, enclosing them as it were with a wall as real as the stone walls of mediaval towns, and throwing millions annually into the laps of grasping landlords. For, without a wide choice of available building land, an enormous unearned increment is piled up for those who happen to hold land within these economic walls. The further development of municipal an inter-urban railroads, in England as elsewhere, has been held back by the simple fact that during the period of extension such services are unremunerative while all the plums, in the shape of increased suburban and rural land values, go to those who have done nothing to create them.

Astonishing changes are predicted by experts on this subject for the application of cheap electric power to agriculture. At the request of the development commissioners, fifty acres of land have been placed under electro-culture on a farm at Hereford. The chief purpose of the use of power is to counteract the retarding influence of dull days on growth. By splitting up the ions from the atmosphere, the abstraction of nitrogen by the plant is aided. W. J. Kerr, an engineer prominently associated with this experiment, is of opinion that with the application of electric culture England can be made entirely est-supporting in the matter of food; the cost of electric current is the principal factor which determines whether cultivation on these lines will really nav.

The elimination of factory chimneys and of the smoke nuisance, electrification of railroads, even for freight trains, electric light for all classes, a cheapened telephone system linking up country and town, all contemplated by the committee as natural results of the adoption of their plan, will make for a social betterment more far reaching than a decade of legislative enactures.

Of course, I am well aware that in the United States, in Canada, Sweden, Switzerland and other countries there are examples of industrial districts supplied entirely with electric power from one source, and that the conditions in these communities are not necessarily idyllic. But, as a matter of fact, so far as environmental conditions are concerned, these towns and cities are much better places to live in than those without a cheap supply of electric power. Moreover, nowhere in this country has centrally generated electricity really been cheapened to such extent, in comparison with the cost of power from steam or local generation, and with the cost of fuel for heating, as is now proposed for England.

It is, perhaps, difficult for Americans to realize what the present method of heating and generating power by the burning of bituminous coal in millions of open grates and small chimneys has meant to England in ill-health, depression, dirt and discomfort. The smoke which belches forth daily from every home and every factory poisons the atmosphere not only in the large cities, but, as Ruskin observed in his home on Coniston Lake, over distances of hundreds of miles. Only western Pennsylvania has conditions at all similar to show. Already, this country has in use over twelve times as many telephones as the United Kingdom although its population is less than three times as great. I do not contend that the increased use of electric power to be anticipated from the adoption of Lord Haldane's plan will create a sort of earthly paradise in England, but I do foresee that it will bring conditions of life and labor in that country measurably nearer -will in some respects perhaps carry them beyond-the superior degree of comfort, cleanliness and well-being enjoyed by Americans.

There is yet another aspect of the plan which will emerge more slowly, but with even more remarkable permanent consequences. I am referring to the degree of industrial decentralization which a cheap supply of electric power will make possible. This has been pointed out forcibly in the writings of Prince Kropotkin and others who, for long, have denied that the present concentration of industrial operations in huge plants is either an ideal or a necessary condition of efficient production for the higher branches of industry. The supply of power is only one of a number of factors which determine the location of industries and the size of individual enterprises. Usually, the supply of labor is looked upon as the most important factor so far as location is concerned. But the history of the nineteenth century has shown that, over long periods, labor is more fluid than other elements. Even now, the United States are experiencing a migration of Negro laborers which would make ridiculous any assertion to the effect that our new war industries must move south in order to have accessible a large supply of labor. Nearness to the eastern ports and, above all, accessibility to supplies of materials and of mechanical power, have in fact determined the location of these new industries.

The distribution of power from a few generating stations situated at strategic points will make possible in England a decentralization of industries which is bound, within a few decades, to transform the economic geography of that country. It will remove the political and social, as well as the economic barriers between what are at present purely industrial and purely rural regions. While climatic conditions probably will to a large extent retain the textile industries in Lancashire and in the West Riding of Yorkshire, there is no reason why other subsidiary and independent industries should remain territorially so closely associated with them or with the mine fields.

Again, other factors apart which we have not space to discuss here, the advantages enjoyed by large enterprises in many branches of industry will disappear. There will be a revival of small industries, located where conditions are most favorable for any reasons but spread over wide areas owing to cheaper transportation and cheaper power. This revival is, perhaps, the most important of all the ultimate results of the Haldane plan which can now be foreseen. Smaller industrial units, no longer huddled in close proximity to the sources of power, surrounded by pleasant small towns or garden villages, will make for a health and happiness—and, thereby, for an increase also in industrial efficiency—unknown even in the most progressively administered large manufacturing cities.

There will be a new impetus to inventiveness and the application of skill and taste. The small factory or workshop, turning out products of individual design and craftsmanship, will facilitate the education and self-development of the workman and make for more healthy relations between employer and employed. The new possibility of securing power and transportation cheaply will give a hope and ambition to the small man now stifled by the superior advantages in these respects which the big concern enjoys. With the better prospect of the skilled artisan to secure economic independence, a new element will enter into the relations between capital and labor. The smaller industrial unit, while in itself it will not bridge over class differences, cannot fall to make for a more harmonious and contented social life.

In making these anticipations, I am not unmindful of the fact that, after all, the vistas opened up by the Haldane report are possibilities rather than certainties. Other factors of vast importance, of course, enter to modify and redirect these tendencies. So long as the trend towards concentration of capital, for instance, persists through inequitable taxation, the private exploitation of natural monopolies and other causes, the decentralizing influence of cheaper power and cheaper transportation will remain largely inoperative. But these factors are not static either. There is much evidence that in England as elsewhere the war has produced an atmosphere not only favorable to momentous readjustments in these respects, but almost forcing them upon society for the sake of national security. While social efficiency may require an even greater concentration of basic industries than any experienced outside the United State, the higher industries, all those requiring individual exercise of inventiveness, skill and taste, are indeed, so far as England is concerned, at the opening of a new era.

## HOME SERVICE

# The WORK of the AMERICAN RED CROSS in the UNITED STATES

By W. Frank Persons

DIRECTOR GENERAL CIVILIAN RELIEF

NE of the most concrete and practical tasks of Home Service is the giving of accurate and timely information to the families, relatives and friends of soldiers and sailors. In order that this information service may be undertaken promptly by every chapter according to a uniform and thorough plan, the Department of Civilian Relief is publishing this week its Handbook of Information for Home Service Sections. When this substantial pamphlet of 112 pages is placed in the hands of Home Service workers in each of the ten thousand chapters and branches of the Red Cross every community will have a guide for the wide range of every-day practical inquiries from anxious folks at home regarding the welfare and interests of men in the

army and navy and of their families. Plans have been made for a constant supply of supplemental leaflets to keep these local information centers abreast of the latest news and developments.

The relatives of enlisted men desire information of many kinds. Already this service is widely extended. Home Service sections are advising how mail should be addressed to soldiers and sailors; how information may be obtained of those sick, wounded, captured or missing; what the war risk insurance law means and how to take advantage of its provisions. This work will be more uniformly provided and its scope widened. The new handbook will facilitate the conduct of this information service and assure to the families of our fighting men prompt and helpful attention. There is nothing that the Red Cross can do that will appeal more quickly to business men and practical-minded people generally than this simple, untechnical, common-sense form of help. The number of such people already members of Home Service sections will increase, assuring the proper organization and conduct of this work during its sertain racide growth.

Each Home Service section has in this work a twofold opportunity: First, to save untold anxiety and suffering. Sympathetic, prompt and accurate information, quieting fears, relieving anxiety, and encouraging self-help, will serve materialby to maintain the comfort and health of these families, who have spared their bread-winners and protectors to the service of their country, and thereby also to sustain the morale of the fighting men themselves. Second, the giving of such information will be the most natural means to establish acquaintance and confidence between the Home Service worker and the family. It is apparent that, when members of families come seeking these separate items of fact, there will be chances for quiet, personal talks which will lead, frequently, to opportunities of serving them in other and even more important was

#### Conservation by Service

THESE opportunities for Home Service have already been set forth in detail in this series of articles and need only be summarized here. Briefly they are as follows: (1) conservation by iervice of human resources wherever deterioration is threatened in the soldier's or sailor's home; (2) temporary relief of families in which there has been delay in payments, or in which there has nemergency; (3) responsibility for regular and continued assistance in cases not covered by government allowance (this includes families in need and resident in the United States of men who are in the service of our allies); (4) personal services to the returned soldier or sailor, especially when he is disabled; (5) the advancement of home standards wherever possible, but especially when the lack of help is likely to cause family disintegration!

The immediate occasion for the publication of the Manual of Information Service was the need of rapid spread of accurate understanding of rights and privileges under the war risk insurance law of October 6, 1917. It is of great importance that all relatives of soldiers and sailors should fully understand the practical bearings of this law relating to family allowances, allotments, compensation for injury and death, and insurance. Accordingly, the Department of Civilian Relief early in October, 1917, urged upon Home Service sections that this matter be given thorough attention.

That the help of the Home Service sections is appreciated

and desired is made evident by a letter dated December 27, 1917, written by William C. De Lanoy, director of the Bureau of War Risk Insurance, from which the following para-

graphs may be quoted:

"I am informed that there has been established a Home Service section in all of the Red Cross chapters throughout the country. This Home Service appears to be admirably adapted to fill an existing need as a conveyor of information and advice to the dependents of the American soldiers and sailors respecting the operation of the act of October 6, 1917.

"Nothing could be more essential to the maintenance of the morale of our fighting forces than the belief by the soldiers and sailors that their dependents are being cared for. To accomplish this it is necessary, not only that the men in the army and navy receive full information, but also that dependent wives, mothers, parents and children be apprised of their rights and the means of securing them. In disseminating this information and giving such advice no organization that I know of has greater potentiality for service than the American Red Cross."

In the spirit of this understanding with the War Risk Insurance Bureau, all Home Service sections are urged to give earnest and effective attention to this important opportunity for invaluable service.

One chapter of the handbook is devoted to a thorough but simple statement of the provisions relating to allotments and allowances to families, to compensation for injury and death, and to insurance.

In addition, there will be found information on such related subjects as allotment of pay by officers, marine and seamen's insurance, insurance for crews on army transports, and the pay, allowances, allotments and compensation of soldiers in the armies of the allies of the United States.

The handbook also contains information about work with families in their own homes, supplementing or emphasizing that found in the Manual of Home Service (A R C 201, second edition); on how to verify enlistments and to send mail to soldiers and sailors; and on training course for Home Service workers. In the appendix will be found tabulated information and directories which it is believed will be useful for ready reference.

The material contained in the handbook has been divided into five chapters, in addition to the appendix, and arranged in numbered paragraphs. Each paragraph is introduced by its topic. A table of contents giving paragraph topics, precedes the text, and a topical index follows the appendix. The references in the table of contents are to pages. The references in the appendix and in the topical index are to paragraph numbers and not to pages. Cross references have been generously used both in the text and in the appendix.

Several suggestions concerning organizations and effective methods for the use of Home Service sections are offered in the introductory statement. Emphasis is given to the statement that information must be absolutely correct and clear and that it must be given with directness but graciousness. Workers are urged to remember that under no circumstances should impatience be shown, however unusual the question or the manner of asking may be. These inquirers bring to the Home Service section questions and difficulties of momentous importance to them. They will often be diffident or uncertain of the reception they are to receive. They may be embarrassed by the necessity of revealing personal feelings. They are certain to be favorably impressed by sympathy and serious attention, and thereby persuaded to ask fully and freely for the help they may need. The information is not more important than the manner in which it is given. This information service, therefore, will be in the hands of members of the Home Service section who have poise, discretion and sympathy; and preferably of those who have done other Home Service work, and so know, themselves, the real experiences of the families of soldiers and sailors.

#### Questions in Crescendo

THE proper conduct of a useful information service involves having an accessible place and scrupulously kept office hours with some one or more persons regularly in attendance who are fully informed and free enough from other duties to give cordial and considerate attention to each questioner.

Many questions at first will center around the details of service pay, of allotments from pay, and of family allowances from the government. Later will come queries about communicating with men in the service abroad, sending them packages, and so on. Later still will come the acute anxiety of those who after a battle, fear the worst and are seeking fuller details than official announcements have yet given.

This desk and reference book is offered to Home Service workers and to others now in intimate, helpful relations to soldiers and sailors and their families, with full knowledge that it does not contain all the information that will be needed about the subjects included. It is, of course, not possible to anticipate all the questions that will arise concerning them.

It is believed, however, that the Red Cross by this publication has fulfilled a purpose peculiarly appropriate to its duty as the civilian auxiliary of the army and navy. It is hoped that Home Service workers will utilize this source of information rather than add to the growing piles of letters which government bureaus must answer each day, and thus lighten their burdens as well as those that rest on the hearts of lonely families.

# A Cleveland Plan for Financing House Building

By John Ihlder

EXECUTIVE SECRETARY PHILADELPHIA HOUSING ASSOCIATION

LEVELAND in the Middle West, like Philadelphia and Newark in the East, is illustrating the fact that even a large city may be given so much in the way of new business that it finds difficulty in assimilating it. In Cleveland, as in Philadelphia, there seems to have been comparatively little difficulty in expanding factories, but in both the unsolved problem is, how to house the extra workers for the expanded plants. For, as Paul L. Feissays, "You can't man the works unless you house the man."

Cleveland has been constructively interested in housing for many years. Since 1902 its Chamber of Commerce has had a Housing Committee, and for a considerable part of that time Mr. Feiss has been chairman of the committee. Mr. Feiss's interest is practical. He is a large employer and he sees the relation between good housing and good workmen. He sees other things, too, but that he keeps constantly in view. Under his leadership the committee has done a great deal to improve housing in Cleveland. It has aided in the enactment of a housing law and has supported the enforcement of that law. But Cleveland needs more than regulation. It is growing rapidly. Its annual increment is some 20,000 persons. For several years the Housing Committee has felt that adequate provision is not being made for all these newcomers. So it has sought in several ways to stimulate the production of good, inexpensive houses. With our participation in the war the industries of Cleveland boomed, while, as in other cities, the building of houses slumped. The situation became acute. In Mr. Feiss's words in a recent report: "We are confronted in Cleveland with the question as to whether industry can possibly expand unless industry also concerns itself directly with the problems of housing the additional workers needed for such growth."

The Housing Committee had in previous years worked out a plan for municipal participation in a housing development that never materialized; it had experimented with inexpensive methods of contruction. But in the crisis that faced the city last fall the great need seemed to be for a very large amount of capital immediately available, so that existing householding agencies might be stimulated to maximum production. At that time the city was said to be 10,000 houses and apartments short of its need, while the expanding industries were calling for more workers, and the workers, after a vain search for shelter, were leaving town.

The committee therefore set itself the task of financing housing on a large scale. It found that one of the important factors in the cost of houses is the long period during which the builder's capital is tied up in his operation. By reducing

this period from five or eight years to one or two years, i. e., releasing the capital as soon as the house is completed, the cost might be reduced 10 per cent, or \$300 on a \$3,000 house, and the capital at once put into the construction of a new house. In addition to the profit earned by increasing the speed of capital turn-over, the committee believed it could also reduce the cost of financing mortgages.

To do this the committee decided to form a corporation to finance the purchasing of houses, but not to do the building. In addition to the 10 per cent due to immediate purchase, this corporation would earn a 3 per cent commission for making the sale and another commission for placing fire insurance, making in all, according to its figures, \$400 on a \$3,000 transaction. It was proposed that the dividends of the corporation be limited to 6 per cent and the balance of its profits be distributed to home buyers as deferred dividends similar to those on life insurance policies. The crux of the whole project lay in the possibility of its producing a very large amount of cash capital to be used in purchasing houses. This was to be done as follows: The purchase price, minus \$300 to be paid by the individual home buyer, was to be covered by a mortgage. This mortgage was to be deposited with a trust company as security and against it would be issued collateral trust notes in convenient denominations to be sold through the usual channels and to bear current rates of interest. In this way the capital would remain liquid and available for further use.

While this interesting plan would have had a greater appeal before the war made not only capital but also labor and materials high and scarce, there are two points in it that call for notice. One is that the house buyer must put down \$300 cash, the other that the interest is to be only 6 per cent. The first would shut out the great army of low-paid workers. The second made the investment unattractive unless its security were demonstrated, or unless it could be made either a necessary side issue to business expansion or a business-plusphilanthropy venture. The latter the committee definitelyand rightly-eschewed. The former they quite as definitely avowed. "In the case of such employers as desire to have direct contact with their own employes it would be quite possible to arrange it by making the employer directly responsible for the individual loan. It would seem better, however, not to stimulate this direct relationship any more than is required by individual and special needs, but to make this a community movement as far as possible. This idea need not prevent a corporation from placing a lump sum into the hands of the company for the development of a specific projectpossibly one adjacent or convenient to a particular plant."

The desire here expressed "to make this a community movement," is the only point that distinguishes it from a movement to incite a number of firms to repeat the old and little successful experiment of owning the homes of their employes. Unfortunately the desire does not lead further to a statement that company ownership should be but a passing phase of the movement, necessary, perhaps, in securing the initial capital, even necessary constantly in developing new and isolated areas not vet accessible to the city and to other industries, but of constantly diminishing relative importance. Unfortunately, too, it does not make any definite provision for the wage-earner's participation as a capitalist. With "notes in convenient denominations" he might be persuaded to buy into a cornoration that is designed to provide him with a home. And in some of our busiest districts today he is the man with the ready cash.

It is now three months since Mr. Feiss made his proposal before the Cleveland Chamber of Commerce and, so far as I have heard, it has not been followed up. I did see, a day or two ago, however, that Cleveland is undertaking another survey of its resources for house building. If Cleveland is like Philadelphia, the rapid march of events, the need for every available dollar in plants and equipment that pay more than 6 per cent, the persuasive power of liberty bonds, has dried up the sources from which Mr. Feiss hoped to finance his corporation, while the increasing cost and scarcity of labor and material has made even the promise of cheap government money seem rather an ungentle irony to those who a year ago thought it would provide a broad and easy way out of our difficulty.

For the time being, at least, it looks as if the government, having undertaken so much, must undertake more. For it alone can say in how much the shipyards, the munitions plants and other government enterprises must abate their demands for men and lumber and sand, in order that houses may be built so that men may be had to work in the shipyards and munitions plants.

Cleveland itself is a straining hive of industry these days, but it is said that there are places in the Middle West where work is slack. Perhaps, more fortunate than the Philadelphia district, that about Cleveland contains an ample supply of materials for house building which have not been allotted to "essential", industries. In that case Cleveland may work out its salvation.

# Laggards at Night School

## Factory Classes Essential for Americanization

### By Helen Winkler

DEPARTMENT OF IMMIGRANT AID, THE COUNCIL OF JEWISH WOMEN

OU are no doubt familiar with that nice copy-book sentiment that little beginnings lead to great endings. Certainly the truth of this is borne out by a recent development of the work of the Department of Immigrant Aid of the Council of Jewish Women. The department extends its protective work among Jewish girls and women, helping them on toward becoming good American citizens. Establishing contact with them even before admission at the ports of entry, the department maintains this contact long after, by means of follow-up work done by the branches and, where there are no branches, by our special investigator.

Such follow-up work, begun six months ago by the special investigator, disclosed housing, literacy and working conditions in about six large industrial centers in New Jersey of which we found the respective communities quite unaware. New Tersey's industries are largely recruited from among women and girls; 70 per cent of the workers in one of its largest cities are women and girls. The shifting of labor occasioned by war emergency has prompted us to study intensively the conditions which surround the Jewish arrivals and consequently the immigrants of all nationalities, since what is true of the lewish foreign group is true of all foreign groups, with some modifications. Like the philosophic fly on the wall, we have made our discoveries step by step. The result of these investigations we laid before the respective Jewish communities, the boards of education and, in several instances, the boards of trade and individual employers.

Our work has brought to a focus the facts that: (1) Living conditions are not as they should be. (2) Industrial conditions are not as they should be. (3) The amount of illiteracy is out of all proportion to the board of education efforts and to the propaganda made by all organizations on literacy and

Americanization. We did not presume to do their communal housecleaning for them; we merely offered them the fruits of our discovery. But we made another discovery—that people get stirred up more quickly than they get to working. Over questions of priority, of class prejudices and prerogatives, the community remained dvided.

Our work in this connection has made the communities conscious of the living and other conditions of the Jewsh immigrants in their midst, the most recent of whom are the Spanish Jews from Greece, Our investigator, establishing friendly contacts with the girls on her visits, and through the factory where she worked side by side with them, discovered that overcrowding was the rule, that dirt, the concomitant of low earnings, was all too prevalent. More specifically, she found eight people in two rooms, some sleeping on the floor for lack of enough beds. In this town the recent immigrant group was set apart from the rest of the Jewish community by the lack of a common language, since the Sephardic Jews do not speak Yiddish. In other cities, where the immigrants have been here longer, the progress toward American standards has been more marked, yet they too are the victims of the conditions into which they are drawn. The part of the town occupied by the Jewish factory population has almost primitive housing conditions. Bath-tubs and even wash-tubs are conspicuous by their absence, the two-floor wooden tenements are dark and unsanitary fire-traps.

Slumming having gone out of fashion, the more prosperous knew only that things were bad, or they wondered how the poor could get along with the present prices. They cannot. There has, of course, been a rise in wages since the war, but the rise in the cost of living is out of all proportion to that in wages. The effect of this disproportion has been to draft every available member of the family into the ranks of wagecarners. "He'd love to go to high school and his teacher says he's smart, but how can I afford to let him go?" rells the frequent tale. Tomorrow's bread and coffee is the price of an education.

And so the Jewish girl or boy turns to the factory. But in the case of the recent arrival, the woman or girl goes immediately to the factory, into the industries with which her friends or relatives are acquainted. She helps to swell the shifting ranks of the unskilled, regular and emergency trades, barred by her environment and ignorance of conditions and of the language from other work. One finds the Jewish foreign girl (many still foreign, though here perhaps twelve years) in cigar trades, in surgical dressings, in rubber factories and in the needle trades in New Jersey. The reader is probably aware of the fact that New Jersey has a ten-hour day, that is, sixty hours a week. This means more than sixty hours, because the piece-worker does not take more than one-half hour for lunch. One can safely estimate the working week at sixty-three hours, especially in the emergency occupations, while fifty-five hours is occasionally found. The day is long and the work is monotonous, unskilled and fatiguing. Putting bandages in cartons, or cover-seaming endless sleeves, or even making bunches for cigars develops little mental faculty, but it has the positive result of using up the girl's physical energy and consequently of dulling her ambition.

The large number of unskilled occupations is a condition of the subdivision of labor. But we must teal with its effects, the most prominent of which is illiteracy. In one of the cigar factories investigated by us—and the cigar trade draws a large proportion of foreign girls and women, Polish, Hungarian and Italian as well as Jewish—90 per cent of the workers were un-Americanized and illiterate. And in a hosiery factory, where 80 per cent of the workers were American, only about one-eighth had gone as far as the seventh grade in school, surely giving a very ininimum of literacy.

How is this condition of un-Americanization and illiteracy to be met? Who is going to remedy it? You say it's the business of the night schools. But how successful can the night school be when it gets the girl after ten or more hours of exhausting work? One of the teachers said that when he finds his pupils nodding, he says "Let them sleep." But under the circumstances one neither sleeps well nor learns well. Aside from the length of the working day in New Jersey, there is the fact that the girl needs the evenings for ironing, washing, or other household work, if not for amusement and recreation.

Clearly, the night school does not and cannot fulfil the task, and this in spite of the drive for Americanization which is being made. That it does not is shown by the market falling off in the registration. Five of the New Jersey night school principals with whom we have conferred have noted with dismay the marked decrease in registration and the falling off in attendance among those who have registred. Registration is about one-fifth this year of what it was four years ago. There is an appreciable difference, also, between the registration of last year and of this year, the latter being about four-fifths of the former.

The intimate relationship between living, working and

literacy conditions of the foreign population shows that the question of literacy is properly a factory question, a problem for the employer. In this is bound up his patriotic sentiment, as well as his intelligent self-interest. The far-seeing employer soon realizes that a literate labor force is an asset, and that it is much to his interest to make it so. A common language reduces friction between employers, and between employer and employes; the labor turnover is much smaller where the employes are literate and Americanized; there is a money gain in the reduction of accidents. America as well as the employer is the gainer by the reduction of illiteracy in the shop.

Take, for instance, Detroit, an inspiring example of what team work in a city can accomplish. United, non-partisan action on the part of every employer cooperating with the board of education has transformed a city which was threatened with becoming one of the most foreign cities into one of the most American cities. Cooperation between the board of trade in the way of factory schools and the personal interest of employers in the Americanization of their foreign laborers has done this. Of course, the problem was more centralized in Detroit than it is in New Jersey, because Detroit's industries are not diversified, and because the industries employ chiefly men. In the night schools alone, the registration in 1915 increased 153 per cent over the previous record. The employers of Detroit, many of them, predict the giving up of the night school method of teaching and the establishment in every factory of factory schools. Detroit is now a city of citizens, where the percentage of citizenship has increased to a considerable extent, where labor friction is reduced to a minimum and labor conditions are of a high standard in spite of the almost total absence of labor unions. The education of labor was not left to the trade union, but, prompted by patriotism and enlightened self-interest, was undertaken by the employers and the civic bodies.

To meet the great divergence between what is needed in the education of the foreign worker and what is accomplished by the night schools we must have a concerted civic effort to undertake this problem on broad and effective lines, through the proper channels. The factory, which holds the worker so many hours of his life, is the chief place in which he can make his educational as well as his social and economic contacts. To leave this problem to the limited reach of the night schools is a waste of effort. The only method is that of a concerted drive on the part of all organizations, industrial and civic, to get the worker at the source, that is, in the factory.

One of the reasons why the night school is inadequate to cope with the problem of the illiteracy of the foreign adult worker is that it does not weave his education about his work, his chief interest. But the board of education can perform a most important function by combining with the factory. Cooperation between school and factory is the keynote of success in this problem. Through the continuation and factory schools the board of education will supply in a much more effective way what it fails to, because of the circumstances, in the night school. Since the mountain work come to Mahomet, Mahomet must come to the mountain—the school must go to the factory to reach the worker.



## A TRIAL AT UNEMPLOYMENT

SO far as reports have come to the Surary there are few indications that the wage burden of the recent fiveday shut down and embargo on the use of fuel in the eastern half of the United States will be borne by the industries. Some of the largest employers, such as the United States States will be store by the industries. However, announced that wages will not be paid for the period of the suspension, and other employers will doubtless follows suit.

Dr. Garfield sent the following telegram to all state fuel administrators: "Will you kindly give public expression of my appreciation of public-spirited and patriotic action of employers in the state who may determine to pay the wages of their employes during the suspension period specified in the regulation of January 17? They are bearing their share of the sacrifice which we are all called upon to make to the common good."

It is obvious that great suffering will result, especially among the lower paid wage-earners. At the time of going to press, there had been no marked increase in applications to the relief societies in New York for aid, but it was pointed out that in the days of idleness the worker still had on hand the wages that they had earned the previous week. The test will come this week, when the effects of the shut-down will show in their pay envelopes.

Settlement workers in New York and others familiar with conditions on the East Side said that the suffering there would in all probability be very intense when the full effect of the wage loss is felt. So many there are on the border line, living up to the limit of their income every day, that the loss of even one dav's pay—much more, five days'—will be sufficient to bring them face to face with absolute want.

'The employment agencies in New York practically suspended operations during that period, for no one but hotels and hospitals were hiring labor. There was no marked increase in the number 464 of applicants for positions, although it had been feared that workers generally would take advantage of the opportunity to try to secure other positions wherever there was any hope of improvement and that the labor turnover in factories, already extremely high, would go still higher, and that general confusion would result.

While the trade unionists have accepted the order with as good grace as possible, there has been a great amount of dissatisfaction, some of which has been very vigorously expressed. The trade unionists of Boston adopted a resolution calling for the deposing of Dr. Garfield as fuel administrator. In an interview given out directly after the order had been announced, Samuel Gompers said that the workers "would maintain their loval stand despite the suffering and sacrifices which they may be called upon to bear." He expressed the opinion, however, that "a wiser and more practical course would have been to place the industries on an eight-hour basis for the period of the war."

Mother Jones said at the Mine Workers' convention, now in session in Indianapolis: "There is no shortage of coal, but of common sense. The workers are willing to dig seven days and nights a week if necessary. Give 'em the cars. I have conducted little personal sight-seeing trips, and I final plenty of cars and coal if they'd only move 'em."

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#### STANDARDIZING GOVERN-MENT LABOR POLICIES

HE action of Secretary William B. Wilson of the United States Department of Labor, in appointing an advisory council of seven persons to advise and cooperate with the Department of Labor, accomplishes in effect one of the recommendations in the report of John R. Commons, for the United States Commission on Industrial Relations, made in 1915. In his report, which was signed by five of the nine commissioners. Professor Commons laid it down as a matter of fundamental import that in all work of the Department of Labor where controversy could possibly arise, there should be an advisory body of representatives of employers and employes to consider, and express an opinion concerning, every act of the department.

The Advisory Council just appointed consists of two representatives of employers and three representatives of employes. Agnes Nestor, president of the Chicago Women's Trade Union League, is announced as the representative of women, but since the women whom she represents are necessarily wage-earners, she is, of course, the representative of the employes, equally with John B. Lennon, for twenty-five years treasurer of the American Federation of Labor, and John J. Casev of Pennsylvania, a labor man who has served several terms in Congress. There are two representatives of employers, Waddill Catchings, president of the Sloss Sheffield Steel and Iron Company, Birmingham, and A. A. Landon of Buffalo, general manager of the American Radiator Company. Former Governor Lind of Minnesota, an attorney, is chairman of the council, and Prof. L. C. Marshall of the University of Chicago is a member. Representatives of the War, Navy and Agriculture Departments and the Shipping Board are to be added.

In the announcement of the new organization, it is stated that Secretary of Labor Wilson has "assumed the administration of a comprehensive war labor program." It is hoped that unity of action will result and all conflicts and duplication of machinery and effort in supplying war industries with labor will be eliminated. In further explanation of this new movement, the statement of the Department of Labor is as follows:

"The labor administrator and his advisory council will at once take in hand the questions of standardization of labor policies: the providing, distributing, and maintaining of a stable and adequate supply of workers; labor dilution and training, priority demands, the adjustment of disputes, and the safeguarding of employment, living, and housing conditions. The advisory council will study all phases of the problems, make recommendations and plans for additional machinery and supervise their execution. Because of the high standing and representative character of the advisory council the policies which it will formulate and execute are expected to receive the approval and support of employers, employes and the general public.

#### A BOLSHEVIKI CREW VISIT SEATTLE

IN December, a number of newspapers related a thrilling tale about a Bolsheviki ship which had arrived in Seat-tle. It was said that its crew had mutinied, that it was loaded with ammunition for the I. W. W., that it carried "booze," and that it had brough \$100,000 for the I. W. W. defense fund in Chicago. Some editors predicted that the ship would be interned. The Survey owes to Anna Louise Strong, of Seattle, the following account of the recal nature of that ship of adventure about which there has been so much speculation:

"Our Seattle papers," she writes, "covered front pages with excited news about the character of this vessel; and our local authorities, including some federal agents, placed a guard around it. Everyone who left was searched and every corner of the boat was hunted through for the alleged \$100,000. Finally, the immigration and customs authorities declared that everything in connection with the ship was quite regular and that she was an auxiliary cruiser of the Russian navy, sent over here with a regular cargo and expecting to take back hides and rails which had been arranged for by Kerensky."

There was, however, real news in the Shilka. She brought to this country the first example of the new industrial democracy in Russia. Dr. Strong found that she was managed by a crew committee which elects the mate and decides questions of food, wages, hours, etc. When, for instance, the cargo of rails and hides for which she had come was denied her because our government does not recognize the Bolsheviki, and she was offered a cargo of sele for Yoko-

hama, the crew as a whole voted on the question and decided to take it. Dr. Strong had an interview with the man who handled the bookkeeping for the

cargo.

He said that the crew was responsible to the Sailors' Council of Vladivostok, which in turn was responsible to a national council as well as to the Workmen's and Soldiers' Council of Vladivostok. The real revolution, he said, was not a question of what Petrograd wanted. Kerensky, Lenine, Trostsky were not mentioned in Russian papers as they are here. In Russia it was the "local councils," the "district councils," the decisions of the "peasants' council" of such and such a place that were talked should be a such as the such as the such and such a place that were talked should be a such as the such and such a place that were talked should be a such as the such and such a place that were talked should be a such as the such and such a place that were talked should be a such as the such and such a place that were talked should be a such as the such and such a place that were talked should be such as the such a

If Lenine were deposed, it would not make much difference to the revolution. The revolution. The revolution consisted in the taking over of the factories, ships, land, etc., by the persons working on them. Some places still had managers and a wage system; others had elected new managers; others were run by committees—there were all stages. Some councils of workers were Social Democrats, some Social Revolutionaries, some Anarchists; the theory did not matter, since they were all workers and stood for the "majority program," or the Bolsheviki.

When Lenine and Trotsky came into

When Lenine and Trotsky came into power, the crew of the Shilka held a ballot and decided practically unanimously to belong to the new government and turn over to it the returns from the ship. That was all there was to it. They even decided how much should go to the central government in Petrograd, how much to poor relief in Vladiwestok, and how much to the school system.

The Bolsheviki are not a political party, he explained, as parties are understood here, nor yet a labor union. As far as Dr. Strong could gather, they are an industrial delegate group with some political functions. They have varying political views, ranging from those of social democrats to those of anarchists.

When the business groups of Petrograd clamored for a strong war policy, the answer of the Workmen's Council was: "We believe in the utmost possible freedom. Those who say they want war shall go to the front immediately." The result was a marked cessation in the advocacy of war.

What the workers want of the central government is peace. They need it desperately. It took this sailor nearly two months to earn enough money to buy a pair of shoes. (His food and other clothes are furnished.) He said: "We have been over three years at war. Large numbers of people do not wear shoes any more. It was even worse just before the revolution than it is now".

Dr. Strong could not entirely discover how these different groups of self-

governing workers managed the exchange of raw materials and commodities. He said the local councils and district councils settled such things, but obviously this could only mean policy, not the details. In some places, he said, the peasants had brought their produce to town and turned it over without charge to the Workers' Council and had then received whatever there was in town in the way of clothing and implements that were not in use. But all this was difficult, because the war made everyone so very poor.

It is significant that while these Russians were finally given a dinner and an auto ride by the Seattle Chamber of Commerce "to smooth it over," as the sailor expressively remarked, they were followed by detectives when they went ashore and were forbidden to go to the I. W. W. hall, the Union of Russian Workers or any other radical place, or to speak at the public meeting which was arranged for them. The sailor told Dr. Strong that he did not think the capitalists of America wanted the working people to know the truth about Russia.

## PROTECTIVE OFFICERS FOR GIRLS WANTED

S OCIAL case workers, probation officers, women trained in social service—all are needed at once to meet the increasing opportunities for protective work for girls, already begun by the Commission on Training Camp Activities [see the Suavey for December 1, 1917]. There are at this hour more calls from communities for workers than the commission can meet. There is need for a protective bureau, properly staffed, in every extra-cantomment zoon.

The staff, called protective officers, must be women who can observe conditions on the streets; take back to their homes girls found loitering near camps; locate any missing girls and make investigations concerning them, and do all possible personal work with girls in these localities. They must know also how to observe what degree of obedience is being given to city ordinances affecting moving-picture houses and dance halls, the lighting of parks and streets, and the control of automobiles.

The work needs houses of detention and just the right women to take charge of them. It needs probation officers and policewomen who can approach the task from the angle of the courts and cooperate with the agencies for law enforcement. It needs women with hospital social service experience who can persuade the girls already infected with a venereal disease to accept immediate hospital treatment. And finally, it needs women who wish to be trained for such work.

The committee on protective work will offer in New York city next

summer a course of training similar to that given by Maude E. Miner at the New York School of Philanthropy last fall. Courses will be given in other cities, also, in order to train both workers and teachers of other workers. Application blanks and information may be had of Miss Miner, chairman, care of Commission on Training Camp Activities, 19th and G streets, Washington, D. C.

## RECONSTRUCTION AFTER

\*\*\*THE right to commit unlimited sabotage" is what employers and workers alike claim for themselves, according to Prof. Thorstein Veblen, of the University of Missouri, who spoke last week at the annual meeting of the National Institute of Social Sciences in New York city, on the subject Reconstruction after the War. Both employer and employe act in support of what each conceives to be his vested rights, said Professor Veblen. The result is two sets of "incompatible or mismated vested interests" and the resulting struggle works out as "a running campaign of sabotage."

This arrangement has about run its course; control of industry by business men in behalf of vested interest has, said Professor Veblen, "proven itself bankrupt." In the reconstruction to come after the war two things should be done. First, there should be no control of industry on the ground of ownership alone. Unless the owner is personally and directly engaged in carrying on the industry in question, his ownership should avail him nothing so far as power of direction is concerned. Second, any industry that has been so standardized and reached such a routine as to be "controlled from the office by the ordinary methods of accounting" should be publicly owned.

John B. Andrews, of the American Association for Labor Legislation, had three main planks in his after-war pro-The things of chief importance, he said, will be regularization of employment, which will involve an adequate system of public employment agencies, further extension of the principle of workmen's compensation, and the passage of health insurance legislation. These three things, designed to meet the most important hazards of employment, will be especially necessary, Dr. Andrews said, upon the demobilization of the troops. He told of the plans that are already on foot in England looking to the replacement in industry of the men now in the army. To prevent the unemployment that would follow the sudden return to civil life of several million men, England will, Dr. Andrews said, demobilize at such a rate as will not glut the labor market. She may take two or three years to complete her demobilization. This was contrasted with the situation in this country, where the law requires demobilization in a few weeks' time. In England, also, plans are being made for an extensive system of public work, and for the placing of exsoldiers on small farms.

Robert Bruère, just returned from a trip through the West, where he has camped on the trail of the I. W. W., gave his interpretation of the happenings of the past six months in Arizona, Oregon. Washington and Montana. trouble is all due to a state of mind, said Mr. Bruere. Everywhere there is a regime of fear that gives a flavor of apprehension and suspicion to every act. The Arizona operators have spies in the offices of the unions, and the unions have spies in the employers' meetings. The managers have a secret service organization working in the mines to keep down trouble and to accelerate production, and the eastern owners have a secret service to report on the managers. So widespread is the attitude of suspicion that Mr. Bruère never was able to convince some of the managers that he, too, was not a detective in the service of the government

Mr. Bruère told of the "loyaltyleagues" that have been so active in deporting men whose presence was to them undesirable, on the pretext that they were disloyal to the government. In these deportations, both in Arizona and in Montana, there have been, Mr. Bruère said, invasions of private rights quite without regard to the question of loyalty and on the sole ground that those deported were considered undesirable by the business interests represented by the "loyalty learues."

Prof. Henry Pratr Fairchild, of Yale University, speaking on the immigrant, said that the war had aroused the country to the realization that there are citizens here with a divided allegiance. He discussed at length the problems that immigration has raised and spoke in favor of a strong policy of restriction. George Haven Putnam spoke in favor of free trade after the war.

## CROWDING IN THE INSANE

OVERCROWDING in the New York state hospitals for the insane has assumed the most serious proportions in the history of the state, says the twenty-fifth annual report of the State Charities Aid Association, made public recently. The thirteen civil state hospitals are housing 6,900 more patients than they were built to provide for. The total capacity of these institutions is rated at 27,890, but the census at the end of the fiscal year showed that they actually contained 34,798—an over-crowding of 24.7 per cent.

"No other aspect of the problem of adequate and satisfactory care of the in-

sane calls for such serious and prompt consideration," says the report. "It grows steadily worse year by year, and has long since reached a point where it jeopardizes the standards of care and treatment and retards the recovery of patients."

Relief is hoped for from the Hospital Development Commission, created last spring and expected to report shortly on a systematic plan extending over a term of years. Meanwhile, the association's report estimates that the ultimate cost of providing adequately for the insane and feebleminded may aggregate \$20,-000,000, spread over ten years.

## DEMOCRACY FOR THE HOME

O'NE who sat through all the sessions in New York last week of the Home Missions Council, composed of the leading Protestant Home Mission Societies of the United States and Canada, came away with the firm conviction that "here for the first time a national inter-denominational, religious organization has become articulately conscious of the goal toward which we are groping—the coextession of religion and democracy in a frame-work of American idealism."

The atmosphere and direction of the council, says our informant, may best be grasped by a glance at a typical day's program, such as the one devoted to the problems arising out of the war. Every paper, every discussion grew directly out of contemporary life. A Survey of Populations Affected by the War covered first The Negro Migration to the Industrial Centers of the North and East, by John M. Moore, secretary of the Department of Home Missions of the Methodist Episcopal Church, South, who spoke for the white South; President John Hope, of Morehouse College, Atlanta, who spoke for educated Negroes; and Willard Beahan, superintendent of motive power of the Cleveland division of the New York Central Railroad, who spoke for the northern employer of Negro labor. Immigrant and Industrial Populations Under the Pressure of War was treated by the Rev. Charles A. Brooks, of the American Baptist Home Mission Society. Whether the church will meet the challenge of war-inflated industrial communities like Bridgeport and Penns Grove was the question put; an emphatic affirmation was the sense of the council,

Another session was an "open forum for the discussion of significant group movements of which a constructive program for home missions in the new era must take account." Three movements were chosen: The Labor Movement after the War, by the Rev. Charles Stelzle, of the Federal Council of the Churches of Christ in America; the Farmers' Non-Partisan Leazue, by

President Crane of the North Dakota Agricultural Normal School, at Minot: and Radical Social Movement in America as Influenced by the War, by the Rev. Norman M. Thomas of New York. Mr. Thomas said that "radical" has little meaning any longer because of its relativity, but for two and one-half hours the churchmen listened with rising interest to stories of such modern personalities as Arturo Giovannitti, Arthur C. Townley and Karl Liebknecht.

Nor was the council indifferent as to the 362 days of the year remaining after its inspirational three-day sessions. A resolution that emerged from the discussion looks toward the erection of the council into an executive instead of a merely deliberative body. A budget of \$9,000 was voted for the purpose of establishing a central clearing house under an executive secretary. Hitherto, some surveys, as of foreign-born groups, have been carried out by individual boards without the knowledge and perhaps even in repetition of the efforts of other boards. The new plan contemplates that all such work undertaken in future by individual boards shall, through this central headquarters, be made available for all agencies. In addition, it is proposed to institute a permanent scientific survey of the entire country, with reference both to established communities and to special population groups like the Negro, the Spanish-speaking peoples, etc., which shall be made the basis of a concerted program of common action by all the home mission boards during the next quarter-century. Another possibility is that of an architectural competition under the auspices of the Committee on Church Building to meet the demand for a new church architecture.

#### WHY LABOR IS BOTH IDLE AND OVERWORKED

ON the very day that the surgeongeneral of the United States army reported two hundred sick men in one camp hospital without beds, an agent of the United States Department of Labor sent to his chief a report which mentioned a mattress and spring-bed firm laying off its workmen for lack of orders.

This instance, showing how unnecessary hardship to both sick and well. soldier and civilian, results from lack of coordination between government departments, appears in a report that has just been made by Marie L. Obenauer, head of the Women's War Work Section of the United States Employment Service. The report covered five hundred factories in the state of New York which were engaged in filling war orders, and its purpose was to discover what the actual necessities of these firms are with respect to labor. "At the outset," says the report, "it should be stated that the survey made it clear that there

#### THE DECLINE OF POVERTY

BeCAUSE of the competition of war needs, we lack money for the home needs of our poor. We also lack men, for social work in Huffalo could show a service flag covered with stars. It has been said that the prayer of a strong man never is that his burden may be less but that his strength may be more. We need more strength and more resources for the work that must be done if we are to make America safe for democracy, and win our war against poverty. In this war we cannot afford to lower our standards.

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The poor voic, I is the proper of is true though incipient poverty is now recognized and counted, which formerly

Is tried through incipient powers in more recognised with scalars of powers, was founded, was founded, which attacks the causes of powers; than to relief. The community work is catalogued on the following pages, not for display but as a pledge of more. We wonst to remove all weights from the lowest of mankind until they can rise to the full stature of which they are capable. Not until then will there be an end of powers.

EDUDEDIC ALLEY

From the Fortieth Annual Report of the Charity Organization Society of Buffalo.

are both shortages of labor and unemployment in the same industries in New York state."

Certain metal industries engaged in less essential operations have, the report states, lost a large part of their commercial business, with resulting unemployment. On the other hand, there has been a heavy increase in war orders, involving castings and forgings for ordnance and aeroplanes and other purposes directly connected with war supplies. In these industries there is a shortage of labor. Most of the short-handed industries are grouped in the western part of the state, while the others are in the eastern part.

"The establishment of this fact." says the report, "not only explains the puzzling conflict of opinion as to whether there was or was not a shortage of labor in the state of New York, but it carries its own concrete suggestion whether by an agreement with organized labor, covering a temporary adjustment of such craft lines as are involved, the 1,600 skilled mechanics called for in the important war-order branches of the iron and steel forging and casting industries of the state cannot be supplied from the allied indus-tries in eastern New York which are not essential to the winning of the war and which have been hard hit by the falling off of commercial orders, and are laying off help or running short time !

Of the five hundred factories studied. which employ 261,117 persons, one hundred and seventy-six are calling for additional labor. More than 34,000 new workers were wanted at the time that the survey was made, mostly skilled male labor, with places for only about three hundred women. The report states that the Department of Labor has not been sufficiently in touch with the War and Navy Departments to know when contracts are let and to what firms. Consequently it has not been in a position to cooperate efficiently with respect to labor supplies.

A very interesting suggestion is made as to the use of the railroads, now that they are managed by the government, to help in the proper distribution of labor. The report says: "While the distance between the cities in which there is a labor shortage and those where there are industries laying off labor are not great, the transportation is a material item, and if it becomes necessary to shift labor from New York city or more distant points, the railroad fare becomes a problem. The circumstance suggests this concrete question: With the government controlling the railroads, is it feasible to make arrangements whereby transportation charges for workers on war orders would be borne equally by the government and the manufacturer if the worker stayed a certain period?"

#### HISTORICAL RESEARCH IN HOUSING

LITERARY curiosity and a monument to the imperturbability of the British temper in war time is the report just issued by the Royal Commission on the Housing of the Industrial Population of Scotland (Cd 8731, 4 sh. net). Though appointed in October, 1912, and reporting on September 11, 1917 (in 460 pages), this commission has not a word to say on the effect of the war on housing conditions, other than in the single sentence, in the majority report, "they [bad conditions] will not disappear in many districts at the close of the war, for existing works have been and are being established in order to cope with the permanent development of industry," and a brief reference to "after-war policy" in the minority report, which has no special relation to war conditions.

None of the figures given for over-

crowding date later than 1911 (the last census), and the commission expressly states that "we do not propose to deal under this head with the causes of overcrowding." It is estimated that 235,990 new houses will be required in the next fourteen years, not allowing for the shortage accumulated since 1911, and during that fourteen-year period. Only one page is devoted to the relation of bad housing to the industrial unrest. One is accustomed in similar British reports to minority reports advocating the taxation of the unearned increment in land values. Here for the first time the position is reversed, and the minority gives reasons for opposing land taxation.

## THE MEANEST BOY AND THE COURTS

IF it be true, as announced, that a committee of the Chicago Boys' Brotherhood Republic is on tour making a search for the "meanest boy. opinions will differ as to the best use to be made of this phenomenon in child psychology when found. Merely to reform the boy himself will doubtless not appeal to most people as repaying so expensive a mission. It will be hoped that something may be forthcoming in the way of a general improvement in the treatment of wrongdoers. The "meanest boy" will very likely prove to be an offender, possibly with more than one conviction to his score. How the courts have handled his case, and what society has done to draw the sting of his waywardness, will be no less interesting subjects than his own abnormal proclivities

To direct the attention of these explorers to any one locality would be invidious. Perhaps they would not err if they looked first in places where juvenile courts, probation officers and the other modern methods of extending friendliness and sympathy to "bad" children have not been tried. A picture of just such a community has been drawn in the past few days by John R. Shillady, director of the department of prevention of the office of the Commissioner of Charities and Correction in Westchester county, New York. This county is merely typical of many others throughout the nation where the treatment of youthful wrongdoers has lagged behind the modern understanding of children.

Children in Westchester county are subject, first, to too many jurisdictions. Eighty-six courts have power at present to deal with them. Seventy of these are justices of the peace in towns, twelve are village justices and four are city magnistrates. No imagination is required to tell one that the treatment accorded children in these diverse and manifold courtrooms is not likely to be tinged with much of the conception that children are only partly responsible for their

wrongdoing and that they are entitled to protection as well as to discipline by courts.

In most parts of the county children are not summoned informally to appear before the judge but are arrested officially on warrants, by police officers, just as if they were adults charged with crime. Neither is there any careful looking into the child's conduct before trial, in order that the court may have the advantage of knowing the conditions under which he lives, his associations and temptations, and the probable causes of his offense. When tried, the child is seldom brought into a sympathetic and informal atmosphere, in a place devoid of court formality and set apart for hearing only children's cases. In the whole of Westchester county there is no separate building for this purpose, though separate chambers are used in a few places. For the most part, the physical surroundings and procedure with children is the same as that for the most sodden adult "rounders." The court does not try to win their trust and induce them to confide in it. Instead. it applies the rigid principles of the criminal law. Children in the chief city of the county are required to come into a building housing the police headquarters, to which is attached the city iail.

Only in the cities of Yonkers and Mt. Vernon-suburbs of New Yorkare there paid probation officers. White Plains has the services of a woman who combines this work with other duties and New Rochelle has a volunteer officer. These officers, needless to say, have more than they can do. The rest of the county, comprising 45 per cent of its population and containing eightytwo of the courts handling children's cases, is without such expert and necessary assistance. The work of these courts is necessarily, says Mr. Shillady, a "blind stab in the dark" No one inquires into the real rather than the superficial causes of the child's waywardness, no one exercises that friendly supervision over him that sets so many children right, no one adjusts the circumstances of his life to his needs. No one calls into play the aid of other childwelfare agencies in the county. Courts "go it alone," instil the "fear of the law" and of punishment into the child and call this justice, and if they are occasionally moved to lenience, they express this attitude in the admonition never to do it again" or in the generous decision, often ill-advised and harmful, to give the child "one more chance." The chance given is too frequently the chance to return to old associations and environment without a friendly hand or eve to keep him straight.

Small wonder, therefore, that among even the children of Westchester county there is a large number of repeaters. In one court where records are kept, 93 out of 151 children, or 62 per cent, had been in court more than once; their total appearances numbered 388, or an average of more than four times each. The hasty character of decisions in the courts outside the cities, where probation officers are not found, is indicated by the fact that 27 per cent of the children who appeared before these courts were committed to institutions, as compared with only 10 per cent in the city

These are only some of the defects in the treatment of youthful offenders in Westchester county. The population of this county is 225,000; it would seem that so thickly settled an area might provide more enlightened protection for its children. To secure this is the purpose of Mr. Shillady's study. The committee on charities and corrections of the county Board of Supervisors now has it under advisement.

Meanwhile, if the search for the "meanest boy" results in uncovering similar neglect elsewhere, or in stirring the consciences of other communities to improvement, it may not prove to have been so Quixotic an undertaking as many persons will at first thought regard it.

## A GREAT NEW INDUSTRY

"W HAT is our greatest national industry?" Sir Leo Chiozza Money,
the British economist, once asked an audience and, after keeping it guessing for
a while, named it as—the shoddy industry. He was able to show by means
of statistics that the great mass of the
"poor" in their household furnishings,
their clothes, their fuel and certain
articles of diet lived largely on scraps,
remnants and byproducts of the great
staple industries.

Considering the multiform uses of old rubber, the fat obtained from sewage, the materials that go into board and paper and, on the other hand, the uses to which these two materials are now put, the composition of the average cheap suiting material, the short hair used in bedding, the doubtful composition of felt hats, the new uses of cereal husks, straw, refuse of quarry and mine, byproducts of coke, iron, steel and other metal scrap—the description of this age as an age of shoddy is not, perhaps, so very inappropriate in this country eithe country either country.

According to a pamphlet of the United States Geological Survey on Secondary Metals in 1916, the total value of recovered scrap metal of all kinds in the United States was \$114,304,930 in 1915 and, owing to the additional economy imposed by the war and high prices, rose to \$265,377,356 in 1916. In 1916, 350,000 tons of copper, equal to over one-third the volume mined during the year, 96,300 tons of lead, about 17 per cent

of the quantity mined, 115,000 tons of zinc, about 16 per cent of the quantity mined, were recovered by melting for new uses.

Enormous quantities of metal scrap and shavings formerly thrown away which it does not pay to melt down, are now pressed into solid bricks which serve many useful industrial purposes. The extent to which old gold and silver scrap, including spoons, tooth fillings and jewelry, enters into the trade of the nation will be realized by the fact that no less than \$20,000,000 worth of these precious metals were recovered in 1916.

Owing to the conservation campaign of the government and the general necessity of saving, the figures for 1917 will be even higher. The days of the ragand-bone man truly are gone. First the Salvation Army and other philanthropic agencies, such as the Goodwill Industries of Boston and Brooklyn, desiring to offer employment to men and women more or less handicapped in the struggle for life. discovered the industrial possibilities of junk. Now business itself has made the discovery and is turning it to its own profit. Such journals as the American Metal Market, the Daily Metal Reporter, the Waste Trade Journal, the Metal Industry and others, according to the Annalist, are entirely devoted to the interests of this, the "greatest national industry."

## SCHOOL AND CITY IN WAR SERVICE

HE School of Applied Social Sciences of Western Reserve University is cooperating with the American Red Cross and local committees of the Council of National Defense in a series of courses of training for volunteers in emergency social service and public health nursing. To furnish as rapidly as possible nurses trained for health work in war time, the school will allow candidates to enter upon their work on the beginning of the second half-year in February instead of limiting the entrance to the autumn semester only. It is expected that an emergency welfare center will soon be opened in the university's public health district as the first unit of a city-wide plan to extend this service as rapidly as may be to all health centers of the city.

The training course in civilian relief is directed by Helen W. Hanchette of the Associated Charities, and will cover six weeks' work. The announcement of this course says: "If such work is to avoid unwarranted intrusion upon the legitimate privacy of family life and if unnecessary humiliation to its beneficiaries is to be avoided, it must be done by those who appreciate the nature of the problem and know how the work of relief can be done sympathetically and efficiently."

The course for emergency social serv-

ice includes four lectures a week by the commissioner of health, probation officers, representatives of the Bureau of Child Hygiene, of various settlements. charitable and nursing societies, the Educational Alliance and instructors in the School of Applied Social Science. The topics discussed include war-time conditions in cities, fighting microbes and the cost of living, the foreigner and his problems, the vicissitudes of the familv, women and children in industry. Many aspects of settlement work make a group of lectures by themselves, so also, aspects of child welfare and public health work.

#### SALESMANSHIP THROUGH EDUCATION

TOW the Boston School of Salesmanship has developed in the past twelve years is the subject of a pamphlet written by Helen R. Norton, associate director of the school, and published by the federal Bureau of Education under title, Department-Store Education.

Beginning in an effort to train eight girls who came because they could not find positions and were too young to be more than cash girls, when the course was finished, the Boston school can now claim partnership with eight large stores in Boston, who select their most promising saleswomen to enter the class and pay them while they learn; while the demand from stores throughout the country has led to the establishment of a course of training for teachers in the

school, and to the appointment of Lucinda W. Prince, director of the school, as director of a department of education of the National Retail Dry Goods Association.

Four achievements may be set down to the credit of this experiment in vocational training. First, it has had a definite influence on the vocation itself as indicated by the appointment of its graduates as educational directors in large stores in several cities in recognition of the fundamental idea, expressed by Miss Norton, that "everyone in the store should be training someone else, or be trained by someone else." Second, it has influenced the public schools in developing similar cooperative training classes. Third, it has demonstrated the necessity for training teachers as part of the scheme for training saleswomen, recognizing vocational training as essentially an educational process which must be based on sound educational methods. Fourth, it has shown the value of a slow development based on a twofold analysis of the pupil and her needs, and the job and its actual content and relationships.

Commissioner of Education Claxton describes the plan as one example of "an interesting survival of apprenticeship instruction, embodying modern methods of classroom work." The report impresses the reader as an illustration also of certain methods of attack and certain principles of growth applicable to training in many other vocations.

## Book Reviews

A Modern Purgatory
By Carlo de Fornaro. Mitchell Kennerley. 178 pp. Price \$1.25; by mail of the
SURVEY, \$1.33.

Carlo de Fornaro is the cartoonist, writer and revolutionary who was convicted in New York courts in 1909 of having libeled a powerful Mexican friend of Porfirio Diaz, in his book, Diaz, Czaro fwexico. Fornaro was sentenced to a year in the New York penitentiary on Blackwell's Island, and actually served there from December, 1909, to October, 1910. A Modern Purgatory is a description of conditions on the island, and of the effect of the author's trial and imprisonment upon him.

As a chapter in the spiritual experiences of a sensitive soul subjected to brutal and degrading punishment, the book is interesting, but neither subtle nor detailed enough to rank as literature. Fornaro reserves the best efforts of his

pen for describing the life of prisoners in the penitentiary. The book would have been more in point if it had come out when its contents would have been news. Fornaro's tales of tyrannizing cruelty, of unnecessary persecution of prisoners, of leering, foul-mouthed keepers and warden, of sheer senseless stupidity and brutishness exhibited by those in authority, and of downright savagery in the neglect of cleanliness and health. would have made interesting reading and might have constituted a public service when Patrick A. Whitney was commissioner of correction and "Paddy" Hayes was warden. This is not to extend full credibility to all that Fornaro writes; he paints at all times with the artist's love of a picture, never with the scientist's love of accurate statement, Nevertheless, we have sufficient testimony to the one-time truth of much that he avers.

Fortunately, however, Blackwell's Is-

land has since been cast on better days. Katharine B. Davis and Burdette G. Lewis, as commissioners, have successively brought the modern humanitarian touch to it: under them, wardens have come and gone. Doubtless the place is not yet all that it should be-its construction and cell blocks alone would prevent that; but it can at least plead "Not guilty" to many of Fornaro's indictinents.

There is one matter touched upon in the book about which it would be interesting to have some present-day evi-This is the third degree, as practiced by modern police authorities. Fornaro describes an accused man as telling how he was brought, after passing two days and nights in a cell without food and water, into the presence of several masked detectives. Stripped to his bare skin, he was compelled to stand on a metal rack with burning-hot points until he attempted to jump off, when the whole gang of sleuths assaulted him, beat and kicked him, and forced him back. After several hours of this treatment he fell to the floor in a faint. No date or names are given, and the story may be the grossest exaggeration. Nevertheless, the third degree is still defended and practiced, not only in New York city but elsewhere; the story may be the simple truth. Perhaps Mayor Hylan and his new police commissioner, Lieut. Richard E. Enright, will be the first to look into the matter.

WINTHROP D. LANE.

CONTEMPORARY THEORIES OF UNEMPLOYMENT AND UNEMPLOYMENT RELIEF

By Frederick C. Mills. Longmans, Green & Co. 178 pp. Price \$2; by mail of the SURVEY \$2.10.

Professor Mills' volume is so strictly a compilation or narrative of theories, rather than a critical treatment of their merits, that one finds it difficult to condense into a book review the gist of his study. Reading page after page of theory about unemployment so well crystallized as to have already achieved what Professor Mills rightly characterizes as an orthodoxy, one cannot help but wonder that we in America have been so slow to apply these "orthodox" theories during or prior to our late unemployment crisis.

Although the ground covered is familiar to students of the problem, SUR-VEY readers will be most interested in the chapter on Contemporary English Theories of Unemployment and Unemployment Relief, especially as the author explains that "to review in detail the various American theories . . . would constitute in large part a mere repetition . . . of the various opinions held by English writers, repetition . . not only . . . of form, but largely of fact also."

The four orthodox theories of the

causes of unemployment are described under the heads: the loss and lack of industrial quality, industrial fluctuations, the reserve of labor, and the personal factor. The author dismisses from consideration the theory of a "labor surplus" as not being widely held today.

Under loss and lack of industrial quality, authorities are quoted in support of the opposing contentions that the introduction of new processes, or the regional shift in the location of an industry or group of industries, occasion merely temporary distress, as is held by Beveridge and the majority of the Poor Law Commission, and that these changes are among the important "frictions of industrial life," as is held by the Webbs. the minority of the Poor Law Commission, and by John Richardson, J. A. Hobson's midway view is cited-that "elasticity of demand" is the determining factor as to whether in a particular trade the introduction of machinery will increase or diminish unemployment. All agree that the "changeability of the industrial process imposes upon the modern workman a degree of mobility and adaptability never exacted from his predecessors."

Relative to age as a factor in the loss of industrial quality, the consensus of opinion is shown to be that men are not dismissed from their positions at present any more frequently than in the past but that getting back into industry after middle age is becoming increasingly difficult. Rowntree and Lasker's evidence in their study of unemployment in the town of York is held to be conclusive

on this point.

On the influence on unemployment of a lack of industrial training the views of the Minority Report, N. B. Dearle, Professor Pigou and Cyril Jackson are given most attention. Beveridge opposes the Minority Report view that mass of unemployment is continually being recruited by a stream of young men from industries which rely upon boy labor and turn it adrift at manhood without any general or special industrial qualifications" by the contention that this system of juvenile unemployment may determine the incidence of unemployment but is of small effect upon the volume.

Beveridge's departure from the minority's view is that while the lack of industrial training may facilitate casual labor, which Beveridge holds to be due to the lack of organization in the labor market. it does not cause it, and therefore is a minor factor in the solution of "underemployment" which, again, he holds to be the fundamental aspect of the unemployment problem.

Professor Pigou's view is cited that "the determinant upon which the average amount of unemployment depends is found in the number of workpeople of the lowest grade, so ill-endowed by nature and education as to be incapable of really efficient work, that exist in any country, as compared with its general

N. B. Dearle has quite another theory, viz., that the lack of industrial training helps to determine the amount as well as the incidence of unemployment. In the absence of steady, skilled hands, he argues, employers utilize large numbers of lower grade, irregularly employed laborers. The availability of the labor supply determines which of two methods the employer will use, whether with skilled labor he will manufacture higher grade goods or with unskilled workers turn to inferior products, either of which methods will usually result in the same amount of net profit to him. Dearle's most important contribution is his exposition of the thesis that a too plentiful labor supply results in irregularity of employment, wasteful production and bad training methods, the whole occasioning a vicious interaction between unemployment and faulty industrial training.

Cyril Jackson's survey of boy labor convinced him of the difficulty boys find in securing permanent work of a sarisfactory character, and the degenerating effect of the work they do get not only negatively in failing to train them, but positively in breaking down character and sense of responsibility."

The organization of boy labor and the reorganization of general education and of industrial training are the two main remedies proposed for these latter evils. Compulsory, technical and physical training for unemployed juveniles up to age 19 are advocated by Rowntree and Lasker. Dearle's advocacy of a system of reorganized and supervised workshop apprenticeship is counterbalanced by Dunlan and Denman's contention that the plan of giving all boys a technical training is absurd since there is, they say, "a real demand for a great deal of low-skilled labor."

The Minority Report proposes the most drastic scheme of any reviewed: that no boy under the age of 15 shall be employed in any occupation whatsoever; no youth under the age of 18 shall be employed more than 30 hours per week; all youths between the age of 15 and 18 shall attend a compulsory continuation school giving physical and industrial training 30 hours per week. Beveridge counters on all the disputants by urging that the real remedies lie in a better organization of the labor market, with an extension of labor market organization into the schools.

The second factor in the orthodox analysis - industrial fluctuations - is treated in familiar fashion. John A. Hobson's admonition against frittering away the unity of a great subject by a study of detailed facts is a welcome oasis in a desert of economic neutrality. He argues that the existence of surplus incomes not earned by the recipients disturbs the "right proportion" between spending and saving in an industrial community and advocates as preventives of unemployment, the taxation of unearned incomes, the money so secured to be dispensed in raising the standard of public life, the raising of wages, the general shortening of hours and the removal from the labor market of juvenile workers, inefficients and weaklings.

Proposals for taking up the slack of labor due to seasonal and cyclical fluctuations are most definitely made by Rowntree and Lasker and by the minority of the Poor Law Commission, afforestation and land reclamation being the two main proposals made for this purpose. The former authors' proposal of a "decentralization of town population" is cited among the more important

remedial palliatives.

Beveridge's classic and now familiar analysis of the causes of the existence of a labor reserve and the theoretical arguments for a national system of labor exchanges, now an established fact in England, are the central subjects treated under the third of the orthodox theories of the causes of unemployment. Beveridge's analysis is "that the number of workers who gather in any given center of the labor market will tend to equal the maximum number who may be able to find employment in that center" and "that if each employer maintains his own center of employment, a separate reserve will be built up for each of them." Dock employment is the most familiar example of the condition. A high wage level, unemployment insurance or elasticity of hours are the expedients advocated to insure a normal reserve to meet the fluctuations of labor demand without distress ensuing, together with a pooling of demand and supply through labor exchanges. The compulsory hiring of men through the national labor exchanges for irregular work is the Webbs' contribution to this phase of the subject, excluding only men who are hired for at least one month. Halving of boy labor, reduction of the hours of labor of railway and tramway servants and "mothers' allowances" to permit the withdrawal from industry of wage-earning mothers, complete the catalog of remedies, these three being the familiar but only partially realized proposals of the Minority Report.

Current theories about the unemployable and a discussion of the theories of unemployment insurance conclude the chapter, no new points being brought out and no review of the workings of the British national insurance act being attempted.

The distinctive features of American theory treated grow out of the factors of immigration and migratory labor. Opposing theories of immigration as a true cause of unemployment and as merely incidental are described, as held in the first instance by the United States Immigration Commission (1911) and the American Federation of Labor, and in the second by Isaac Hourwich, Leiserson and others. Recent literature (1908 to 1914) concerning the floating laborer is reviewed, and a survey made of the vagrancy laws of the various states.

The danger of a treatment of theory, unchecked by a knowledge of what actually has happened, is illustrated by the author's assertion that "New York state has established a farm colony for tramps and vagrants," whereas there exists only a site and an inactive board of managers. An omission of note is R. Williams' First Year's Working of the Liverpool Dooks Scheme

JOHN R. SHILLADY.

MILITARISM

By Karl Liebknecht. B. W. Huebsch.
178 pp. Price \$1; by mail of the SUR-VEY \$1.10.

When this book appeared in 1907 it was suppressed and its author was sentenced to a year and a half in jail. Its bold arraignment of militarism should do much to assist in understanding those among the Germans who will most need to be counted upon if their country is ever to be democratized. As a friend of the author says in the introduction: "Liebknecht raised his voice in behalf of a German republic when those who now declare that the only way to end the war is by making Germany a republic, supported and encouraged the German monarchy."

The work, while mainly an attack on the militarism of Germany, is not confined to the system in that country. Its thesis is that every ruling class everywhere seeks to maintain its rule by force. "Militarism is not specifically a capitalistic institution," though it is true that "capitalism develops, like every other society divided in classes, a kind of militarism peculiar to itself," e. g., universal military service, or a large constabulary or police force for use against the masses. While other causes may and do contribute to the making of war, "for capitalism war is indeed 'a part of God's world-order."

In Germany, "though modern militarism is but an institution of our capitalist society, it is none the less true that it is an institution which has almost succeeded in becoming independent, an end in itself." The chapters in which Liebknecht details the sins of this institution supply material now familiar enough. He describes with particular warmth conscription as a means of inbuing the populace with the spirit of slavish obedience.

Like a good Hegelian, however, he believes that the system is doomed to destruction because of inherent self-contradiction. Militarism has the double task of fighting a foreign foe and of suppressing initiative at home. "War training demands ever more imperatively a continuously growing measure of initiative on the part of the soldier. As a 'watchdog of capital,' however, the soldier does not require any initiative, is not even allowed to possess it. In short, war against the foreign foe requires men, war against the foreign foe requires, machines. . . . Here we see clearly a potential self-destruction of militarism.'

Karl Liebknecht's own courageous opposition to the system in his country would seem to indicate that something more personal than an inherent self-contradiction is needed if the fulfilment of the prophecy is not to be too long and too tragically deferred. Written a decade ago, this book warns its readers even then how the evil is spreading. It cites (p. 51) how "England and also America (a country in which the standing army was increased from 27,000 to about 61,000 men from 1896 to 1906, where the number of men in the war navy was doubled, the war budget multiplied by two and a half, and the navy budget by three in the same space of time, and where Mr. Taft asked for one hundred millions more for 1907) are being increasingly pushed into the paths of the militarism of the European continent "

While the book perhaps overemphasizes the part played by the class struggle in creating modern armaments, its words deserve the most careful heeding. One closes its covers with the fervent wish that all the chambers of commerce, all the editors, preachers and professors now calling for a vigorous continuation of the war to crush militarism in Germany were as convinced that when this war is ended, militarism everywhere is to go.

HENRY NEUMANN.

PERMANENT VALUES IN EDUCATION By Kenneth Richmond. E. P. Dutton & Co. 125 pp. Price \$1.25; by mail of the SURVEY \$1.33.

"Real philosophies, good and had alike, have issue in acts." Kenneth Richmond, the English author of Permanent Values in Education, believes this to be the paramount educational lesson of the great war. Germany today is "the gigantic and obvious case." After fifty years of teaching, her national philosophy has borne fruit in national action. Onlookers have been first incredulous and then amazed and even yet cannot read the writing on the wall, that ideals are the truly potent forces in education.

This brief volume deserves a wide reading in our country where an ever increasing preoccupation with the details of educational method has its hold on the best mental material of our schools.

In his able introduction Mr. Clutton-Brock says: "We are always talking about the minds of those who are to be educated, but in doing so we are ant to forget the mind of the educator. every weakness in his mind is sure to betray itself in his teaching." What is the prevailing weakness in the minds of American teachers today? Is it not a reluctance or inability to think in terms of ultimate aims? Are not the results of such weakness everywhere visible in the unmoral atmosphere of our schools? Are we not defending our children on the battlefields of Europe and at the same time leaving them defenseless before the ideals of a Nietsche? We speak confidently of a defeated Germany. Have we forgotten how captivity has led captive more than once in the history of our world?

Mr. Richmond's thesis is the recognition of permanent values in past educational experience, their re-interpretation in terms of the modern world, and their integration as the basis of our educational philosophy that shall be adequate for the teacher in whose hands the shaping of the future is to be. His book is addressed to his countrymen. He speaks more than once of a national philosophy. but this does not limit his scope. His vision is too clear and the "permanent values in education" are of universal significance. They are international ideals that take shape on his pages even as the problems he recognizes are international.

Of special interest is the brilliant chapter on Rousseau and the ideal of liberty, and the introduction by A. Clutton-Brock ably supplements the argument of the book itself.

IEAN LEE HUNT.

A DISTARY COMPUTER

By Amy Elizabeth Pope. G. P. Putnam's Sons. 170 pp. Price \$1.25; by mail of the SURVEY, \$1.35.

The time is not long past when appetite was considered a sufficient guide in the selection of food. If a man liked meat it was provided for him almost to the exclusion of other foods. If he disliked bread or other starchy foods his dietary was made up without them. The poor ate what was cheap or easily obtained. Vague injunctions were issued to the sick that they should eat less sugar or less meat, but the actual amount desirable was left more or less to personal and uninstructed initiative.

A healthy appetite and the habits of generally accepted custom have in many instances produced what in modern parlance is termed a well-balanced meal, though all too frequently personal taste, poverty or ignorance produced disastrous results. The value of accuracy which is being emphasized in many fields has of recent years in the field of dietetics assumed a wholly new importance.

Miss Pope's latest book, A Practical Dietary Computer, is designed to assist the nurse principally by means of a series of well-arranged tables to apply accuracy to the feeding of children and of

older people.

Though written, according to the preface, primarily for nurses, the book should be useful to anyone endeavoring to apportion the various food values of a meal scientifically. Many of the tables in slightly different form are, of course, to be found in other books, but in no one is just the same information obtainable.

Recipes with the caloric value of each ingredient are simply arranged. The tables of foods giving percentages of the various foodstuffs give also in adjoining columns the number of grams to the ounce for each food as well as the number of ralories.

The little book may well find a place on the reference shelves of all libraries used by nurses and those interested in home economics.

MARY S. GARDNER.

DISASTERS AND THE AMERICAN RED CROSS IN DISASTER RELIEF

By J. Byron Deacon. Russell Sage Foundation. 230 pp. Price \$.75; by mail of the SURVEY \$.81.

Mr. Deacon shows that, as great disasters involving many human beings are proved to be frequent, there should be real knowledge of how relief work can hest be organized and made effective. He would have a continuing body the denository for such knowledge and able to send trained people to the scenes of the larger disasters. He rightly emphasizes trained relief givers. The American Red Cross is alone qualified to be such a source of knowledge and trained efficiency. Mr. Deacon makes plain that. while disasters differ, some destroying bread-winners and shattering families, others merely destroying property, it is always essential that human suffering in the first crisis should be prevented as far as possible by prompt and adequate, if also indiscriminate, immediate reliet. There should, of course, be no needless delay in the work of rehabilitation; that is, of helping families to return, as best they may, to normal life. For rehabilitation, registration is necessary and a study of each family's individual problems and aspirations.

Mr. Deacon is entirely right in perceiving that the family is not only the unit to be kept in mind, but that it is the senior partner in every well-conducted relief enterprise, a relief committee, however intelligent and well supplied with funds, being only an assistant.

All relief funds, according to Mr. Deacon, should be promptly unified, "free lance" relief agencies being eliminated. With the funds concentrated, a relief organization should be created. The organization should not be rigid, because it is not permanent, but flexible

that it may supply immediate wants, it may also in due course undertake to master the problems so that such immediate wants must disappear. Committees for food, clothing and emergency shelter are clearly needed, but these, almost as soon as really efficient, should be merged in the work of rehabilitation, which should both reduce through knowledge of individual families the people waiting in line for necessities and should help them in providing permanent support, which should be, if possible, self-support.

Mr. Deacon cites relief work after various disasters—the Eastland, Titania and Volturno wrecks, the Cherry Mine explosion, the Triangle shirtwaist fire in New York, the earthquake at San Francisco in 1906, the floods in Ohio in 1913.

In connection with one disaster he says the relief givers learned that their relief was inadequate by the complaints of the beneficiaries. This seems hardly safe. Usually those who need most complain least, and vice versa. Deacon clearly knows the Triangle shirtwaist disaster better than the San Francisco, which was one hundred times as large. His review is throughout impersonal. The reader gets little conception of the political questions involved, especially in the case of an outside organization-the Red Cross-entering devastated places. The Dayton flood relief work is dwelt upon, but no reference is made to the well-known relief activities of the president of the National Cash Register Company. In the case of the Triangle shirtwaist factory. the relief fund proved too large. But no light is thrown on the question whether, as a rule, relief funds are too small or too large. The author is more interesting and more confident in his "principles" than when he is presenting his facts. Indeed, he tends to inject discussions of principles into his presentation of facts.

The author says (page 172): "It cannot be too strongly emphasized, then, that it is not the province of disaster relief to employ its funds in restoring losses and compensating for death or personal injury." It is interesting to note that at Halifax, the latest scene of serious disaster, such full compensation is intended.

The following (page 105) has been proved by experience: "Trained social workers, Red Cross nurses and others with experience in the treatment of families in disasters are the "backbone" of the relief organization."

JOHN F. MOORS.

HEALTH FIRST
By Henry Dwight Chapin. Century Co.
231 pp. Price \$1.50; by mail of the SURver \$1.60.

Dr. Chapin has written an interesting and readable book, emphasizing in

the opening chapters the importance of health as being essential to one's welfare, happiness and efficiency. There follow chapters devoted to the health of the infant and the growing child, and the proper training of children along health lines. Conditions affecting health in middle life and health measures tending to retard the approach of old age are duly discussed, including health diet. Various practices or conditions favoring infection with communicable diseases and precautions for avoiding or preventing them are given, together with comments as to physical, climatic and moral or mental influences in their relation to health.

The book is intended for the lay reader rather than for the health expert. It is written concisely and in a didactic manner. In certain places there is a tendency to give rather specific directions, e. g., as to the care of infants, when it would perhaps have been wiser to urge more often that a competent physician or clinic be consulted.

In some instances lack of accuracy is evident, as where the Department of Health, City of New York, is so mentioned and elsewhere is called Board of Health: or where it is stated that diseases are not now believed to be airborne, and a few pages later states that "disease-producing, intestinal germs are seldom air-borne. Inaccuracies such as the latter are apt to be misleading and misunderstood by the ordinary reader.

A reading of the book should stimulate healthful thinking and should lead to the exercise of healthful precautions in daily life. For the application of individual details, however, it were wiser to consult a well-trained physician.

LYMAN ASA JONES.

An Introduction to Special School Work By Marion F. Bridie. Longmans, Green and Company. 238 pp. Price \$1.10; by mail of the Survey, \$1.20.

To those who are struggling with the problem of educating the defective in the public schools, this work by Marion F. Bridie, assistant superintendent of special schools in Birmingham, England, will be most welcome.

Those who are working at first hand with the defective, as Miss Bridie is doing, gain a clinical experience which can be nothing less than full of helpful suggestions to the practical worker. Some of us have been not a little weary of the theoretical discussions as to what the defective is like or not like, indulged in by those who have merely seen a half-dozen defectives under conditions not at all comparable to schoolroom conditions.

Miss Bridie's book has twelve chapters. In the first one-Those Less Fortunate in Mind-she discusses the defective as "he is" and gives the aim of special school training.

In the second chapter, which she

calls Understanding, she discusses disci-pline and says: "To say that a child is thoroughly bad is just another way of lumping together certain striking characteristics and confessing that they are not understood, whereas each child, by every movement, look, interest or question, is unconsciously opening the little windows by which an earnest searcher can see into his soul. Let the searcher, besides the understanding eve. bring the understanding heart to bear on his investigations."

This chapter gives support to the understanding special-class teacher who has tried right along to treat her pupils as if those anti-social actions were due to a lack of "know how" instead of to

deliberate wilfulness.

Under the title of Preparatory Class Miss Bridie discusses the kind of work suitable for low-grade children. Following this chapter are others which take up the various subjects in the curriculum of the special schools-sense training, reading, oral lessons, number work, physical training, junior manual training, vocational work. The last chapter is on school organization, in which she discusses the various types of special schools in England, America and Germany.

Again, whether or not one agrees wholly with all that Miss Bridie has written, it is certain that her book will receive a hearty welcome from all special school teachers.

META S. ANDERSON.

## Communications

#### GRAIN FOR BRITAIN'S BEER

To THE EDITOR: Please try to get the controllers to put an embargo on grain which goes to brewers and distillers abroad while we are denying ourselves at home. Britain is the chief offender; her aristocrats and some of the members of Parliament are largely at fault. WILLIAM S. LYON. Wellesley, Mass,

A NICE TRIP THESE COLD DAYS To THE EDITOR: The community forum of Daytona Beach, Fla., was formed in De-cember. It will be affiliated with the National Forum Council whose motto is "Let There Be Light." We are after good speakers, those with a good message, timely and up-to-date. We pay the expenses of our speakers, also entertainment while here. We speakers, also entertainment while nere. We expect to have on our list, this winter, such men and women as W. J. Bryan, John Burns of Kentucky, Patriek Kelly of Washington, D. C., Vice-President Marshall, Maud Ballington Booth, Mabel Quam Stevens, and others. The thought occurs to me that you might be able to give us some good ones to figure with.

SMITH G. YOUNG. [112 Halifax avenue] Daytona Beach, Fla.

#### OUR NEW OLD PROBLEM

To THE EDITOR: While waiting in the mayor's office in Newport the other day I found this in the eity records:

The mayor of Newport has written the

commandant of the Training Station for an explanation of his remarks which have been used in a debate in Congress over the advisability of removing the Naval Academy and Training Station from Newport. Commandant D. M. Fairfax replies in a letter dated April 23, 1864:

. . I referred merely to a class of girls who are frequently mentioned by the watchmen and our police as walking in remote parts of the city late of a Saturday evening with the midshipmen, also to those who sell liquor to agents of the students for their use and contrary to the views expressed by many storekeepers. I expressed myself stronger than I could have wished. but I think a just interpretation has been given to what I did say. It was intended merely to point out difficulties in the way of keeping up nice discipline at the Academy as now situated in the center of a city of this size, and with half of the stu-dents across the bay, and every Saturday turned loose in the midst of strong temperature tations. . . .

The mayor in his address of June 6, 1864, after recounting this controversy, comments as follows on the debate:

"In the debate which took place both in the House and Senate, especially in the former, infamous slanderous charges were made as to the morality of the people of this city for which there was no founda-

IRA W. JAYNE.

[District Representative Commission on Training Camp Activities in Community Service.] New York, N. Y.

#### PROFITS FROM GRIEF

To THE EDITOR: When may the spirit and purpose of conservation transcend the things of the body and invade the sacred precincts of the things of the soul?

When the drygoods merchant blazes the all sentimental barriers fall. the department store advertises a supply of crepe and mourning goods with an imported attendant from Paris to advise bereaved women on the latest Paris styles and materials for mourning; when the wholesale drygoods man hints to the writer that crepe and mourning goods are already prepared to meet the casualty lists as they are flashed over the sea; when the merchant has prepared to discount the sorrows of a nation for his profit-the spirit and purpose of conservation marches past bread and coal and enters the sanctum sanctorum of the affections without apology.

A new service insignia should take its place: a white cross (same as the Red Cross) on a black field in a circle tells its tale with emphasis equal to the black garments of mourning and the crepe veil. The circle for mourning and the crepe veil. eternity, it has no end; the black field for sorrow and mourning; the cross for sacri-fice and suffering; the white for triumph. Each star in the service flag may be covthe star is worn has paid the price of his

love of freedom and democracy with his life. Father, mother, wife, sister, brother, lover may wear upon the arm, or button upon the coat or the flag at the window, this telling emblem that he who runs may read.

Let it be so that the high cost of mourning may come from the heart, not from the pocket; that the conservation may be for the living; that the corralled stocks of mourning goods may find no market here.

New York.

R. H. WaytiL.

#### **IOTTINGS**

IN Stretching the Pay Envelope, by John A. Firch, in the Stuwer for January 12, the statement is made on the basis of Annalist figures that the wholesale price of foods increased 123 per cent between February 1, 1916, and October 1, 1917. This is an incorrect inference. The difference between the index figures for the two dates, which was 123, is not the percentage of increase the contract of th

OVER 400 in a yearly total of 2,400 students in the automobile school of the New York Y. M. C. A. are women. Sixty women have been trained for the Women's League of National Service and a number are driving cars in France for the Red Cross and other American relief agencies.

TIIE Royal Victoria Tuberculosis Trust of Edinburgh has endowed a chair of tuberculosis at Edinburgh University. The first professor will be Sir Robert William Philips, widely known as a specialist in the subject of tuberculosis. Edinburgh is said to be first university in the British empire to establish such a chair.

STATISTICS from Berlin percolate slowly these days. But official figures of Forwarett are quoted in the current issue of the Journal of the Outdoor Life showing that in the three months of March, April and May, 1917, there were 2,925 deaths from tuberculosis in Berlin, against 1,844 for the same period of the year before.

INQUIRIES made by the Pennsylvania Children's Bureau among institutions earing for dependent children in the state indicate that the chief effects of the war so far are a great increase in cost of maintenance and a decrease in contributions. Some institutions of the contribution of the contribution of the The basis point on the contribution of the form families of soldiers and sailors should be referred to the local committee on civilian relief of the American Red Cross.

THE Official Bulletin for December 29 issues a call for 37,500 nurses, or an increase of 1,000 per cent over the present number in the Army Medical Corpared to the army hospitals, oversess and hospitals at National Guard and National Army camps. All this in addition to the need for nurses already indicated in the that civilian work in cities and rural districts shall not suffer loss.

CATHERINE FERTIG, director of Neighborhood House, a St. Louis social settlement, has been appointed a police sergeant in com-

plete charge of policewomen work with a staff of four policewomen who have been in the department about two years as marcons and ten probationary patrolowmen authortised by the Board of Police Commissioners. The property of the Police Commissioners, was brought about by the Joint Conference of Suffrage Leagues with the cooperation of other social seguries. The joint conference of processed against the employment of the property of the property of the property of equal pay for equal work by women.

FOUR men are wanted by the American Red Cross to take charge of the handling of supplies between Paris and the front under the Department of Military Relief in France, The Qualifications are zeculitive or administrative ability with a knowledge of handling supplies or of general relief work. Four men of institutional training are wanted also as superintendents of Red Cross hospitals in Paris. All of these positions earry salary and expenses. Men in the Medical Reserve Corps or other corps of the army ticulars may be had of DP. Richard M. Pearce, secretary Medical Advisory Committee, American Red Cross, Washington, D. C.

ALL of the bills in the Missouri children's code defeated in the 1917 Assembly (11 out of 52 carried) will be re-introduced in this year's legislation with such revisions and adversal segments of the Children's Code Commission, recently appointed by Governor Cardenr, with Judge Rhodes E. Cave as chairman again, there was unanimous agreement in the chairman's statement that "wer must have high stand-the protection of the state's future citizens after the war." The commission includes leading lawyers, social workers, club women, members of the lass General Assembly and other persons interested in child wet.

SIXTEEN representatives of agricultural labourers, together with sixteen farmers' representatives and seven impartial persons appointed by the Baard of Agriculture, are pointed by the Baard of Agriculture, are for England and Wales just established under the provisions of the corn production act of 1917. The labor representatives are all uninoists. In order that the direct appointees of the board should not exclusively performed the second of the second of the second of the second of the followers, a former president of the Board of Agriculture (in a Torry government), has been appointed chairman. The constitution of this board for the first The constitution of this board for the first matter than the second of the secon

THAT forty-three out of forty-nine women prisoners in the women's department of the state penitentiary at Joliet, Ill., were either feebleminded or borderline cases, is the conclusion reached by a study conducted by Louise E., Ordanis and Corper Ordahi and published in the Journal of Dringwarey. of the women in prison at that time. Fourteen, or 28.5 per cent, were found to be definitely feebleminded, ten borderline and only six normal. Feeblemindedness was found to be the actual cause of crime in 33.7 per cent of the cases. For the definitely feebleminded, say the writers, there should have the power to commit them to the care of institutions for the feebleminded or for defective incorrigibles.

MORE mutton and more wool are needed, but this is no reason, says the General Federation of Women's Clubs in a memorandum widely circulated, why commercial interests, backed by politicians, shall be allowed to use the national parks for grazing sheep. The as a convenient excuse to stockmen for gaining possession of two comparatively small park areas in California. That other areas of supreme beauty be converted from pop-ular resorts of rest and recreation into pastures while at the same time much grazing land is yet available in the unreserved public lands and in the national forests, is a real danger; just as in our cities it is necessary to keep constant watch over the uses of the public parks which, under one pretext or another, are always threatened with some alternative avowedly more "practical" use.

ADIUSTING its educational propaganda to meet the demands of the times the Elizabeth McCormick Memorial Fund has included in its plans of work for the current year the program of the joint child welfare committee which has been formed by the women of the national and state councils of defense at Chicago. Among the features of their program are an itinerant welfare exhibit to be sent through the state in a Pullman car, cooperation to obtain complete birth registration in Illinois, a community nurse in every county and the training of nurses for such public health work, assistance to the State Department of Health in maintaining its clinics for infantile paralysis, promotion of baby week demonstrations and maternity clinics, creation of central supply stations for child welfare exhibit material, distribution of bulletins on infant and child welfare interests and sending speakers and organizers through the state to further publicity and education for the promotion of child welfare.

EAST ST. LOUIS, of spotted reputation, is reforming herself. It recently adopted the commission form of government, which will go into effect in April, 1919. Without waiting for it, however, the Chamber of Commerce has started on a campaign to make the city "the most beautiful and attractive industrial city in the world, the best place to live in, as well as the most profitable for manufacture and employment." To awaken the citizens to their opportunities, a city planning exhibition was held in January, composed of the exhibit of the American Institute of Architects and many additional items. As a direct outgrowth of this exhibition, a movement was initiated to secure the appointment of a city plan commission to improve the approach to the new St. Louis municipal bridge and to reform housing conditions. Women's organizations took a considerable part in the preparation of the exhibition and in the discussions at the evening meetings on various municipal topics, which aroused considerable interest in the city.

AUSTRALIA has once more rejected con-When this scription by a decisive majority. issue was put up to a referendum vote in October, 1916, 1,088,000 votes were given in favor and 1,160,000 against. Mr. Hughes, when elected premier, declared that he would submit the question again if altered circumstances seemed to render this desirable. These circumstances had arisen, according to a speech of the premier on November 7, 1917, with the "increased gravity of the mili-tary situation" and with the inadequacy of the voluntary system of recruiting to reinforce the Australian overseas force. new referendum, in contrast with the first one, was not on the theory of compulsory service but upon a definite scheme of raising by compulsory service the number of troops necessary to maintain the five divisions of

the commonwealth at effective atrength. me commonwealth at effective strength. It was rejected by an adverse vote of 1,173,000 against a favorable vote of 1,013,000; a majority against of 165,000 as compared with the earlier majority of 72,000. The Australian vote came close on the heels of the overwhelming majority in favor of conecciption in Canada

HOMER FOLKS, director of the Department of Civil Affairs of the American Red Cross in Europe, has given the Associated Press a report which outlines briefly the work de-scribed in detail by Paul U. Kellogg's articles in the Suavey for November 24, December 1, December 8 and December 15, 1917. The dispatch says that forty million France will be spent on civilian relief in France during the next five months and closes with the following paragraph: "The staff of the civilian department, which began with thirteen members, now numbers 364, Friends Unit, who are working under the Red Cross. It is proposed to double the present staff of the civilian department."

IOHN F. MOORS has been elected a fellow of the Corporation of Harvard University to succeed Robert Bacon, resigned. His selection has been widely hailed as a move to meet the demand that the governing body at Harvard he less representative of hig business interests. Mr. Moors has only just returned to Boston from Halifax, where he was in charge of relief work for the American Red Cross—a post following on his similar experience at San Francisco after the earthquake and at the Chelsea and Salem fires. He has been a powerful factor in the public school situation in Boston since 1894, and is head of the Public School Association. He is president of the Boston Associated Charities, a member of the council of Radcliffe College, chairman of the Finance Commission and is a lecturer on investments in the Graduate Business School. Writing on Mr. Moors' selection in the Harvard Alumni Balletin, Joseph Lee, an '83 class-mate of Mr. Moors at Harvard, says of him: "The success of John F. Moors, which is now great and visible to all, has arisen from a very unusual gift of moral adhesion. Not once but many times he has espoused, in the day of its low estate, a cause, and has stuck to it until he has seen it prosper. It is such causes that have invariably attracted him. Their success constitutes a series of mile-stones in a remarkable career of public service."

THE League for Preventive Work, a cooperative organization of nineteen social service agencies of Boston, formed two and one-half years ago, has just issued the first number of a quarterly bulletin, designed to help in unifying social efforts in its locality by informing each of the constituent agencies of what the other organizations are at the moment attempting. This league is per-baps a unique attempt to bring together a group of representative agencies doing char-itable, medical or other forms of social casework among families. Contributions from with its office and executive secretary, the governing body being a joint committee of the constituent agencies. The league has confined its efforts until recently chiefly to a publicity and investigative campaign on the subject of feehlemindedness in Massachusetts, and has prepared a traveling exhibit on the subject. Last summer the urgency of the food problem caused a special committee to be formed for the purpose of undertaking a study and making a report upon the food supply in families known to the agencies of the league. An article based on this report was published in the Survey for January 12. The publication of the quarterly bulletin is a third attempt to coordinate efforts and to help executives, staff workers and trustees of charitable agencies in Boston to combine and focus efforts on the common problems of preventive work which underly the details of social case-work with families

FROM twelve to fourteen people living, sleeping and eating in a box car was one of the illustrations offered, at the recent annual convention of the League of Kansas Munici-palities, of the need for a state housing law. The only ventilation to the habitation mentioned, according to the president of the of Topeka, would be a 2-by-2 window in one end and the door by which they enter in the other—usually both of them closed. This box car housing of railroad employes mis box car housing of railroad employes with their families, especially when they are Mexican, may be seen in other states as well. These laborers and their families are shipped into the state, some box cars are run into the railroad yard, and, while their occupation is not compulsory, says Mr. Porter, "of course, the people live in them." "The children of these Mexicans in them." "The children of these Mexicans are attending our grade schools and will apparently soon become citizens of the United States. Surely we should look after their health and moral education as well as their mental education." The rapid growth of Kansas cities is another reason given for the urgent need of a housing law.

#### CALENDAR OF CONFERENCES

Items for the next calendar should reach the Sunvey before February 6

IANUARY AND FEBRUARY

INDUSTRIAL EDUCATION, NATIONAL SOCIETY FOR THE PROMOTION OF, Philadelphia, February 21-23. Asa't see'y, May Allison, 140 West 42 street, New York city. MAGISTRATES, NEW YORK STATE ASSOCIATION

or. Buffalo, February 8-9. Sec'y, Charles L. Chute, State Probation Commission, Al-bany, N. Y. WESTERN MASSACHUSETTS OFFICIAL.

CONFERENCE, Springfield, Mass., February 15-16; Eastern Massachusetts Scout Offi-cial Conference, New Bedford, Mass., February 21-23. Director, Lorne W. Barclay, Fifth avenue bldg., New York city.

SOCIAL UNIT ORGANIZATION, NATIONAL. First annual meeting, New York city, January 28. Sec'y, Wilbur C. Phillips, 820 Free-

man avenue, Cincinnati, O. SUPERINTENDENCE, DEPARTMENT OF. N. E. A. Atlantic City, February 25-March 4. Sec'y, Margaret T. Maguire, Washington School, Philadelphia.

VOCATIONAL GUIDANCE ASSOCIATION. NAocational. Guidance Association, Na-tional., Atlantic City, N. J., February 25-March 3. Sec'y, H. Corson Ryan, Bureau of Education, Washington, D. C.

#### LATER MEETINGS INTERNATIONAL.

CHILD WELFARE, PAN-AMERICAN CONRGESS ON. Monievideo, Uruguay, March 17-24, 1918. Sec'y, Edward N. Clopper, 105 East 22 street, New York city.

#### NATIONAL.

CHAMBER OF COMMERCE OF THE UNITED STATES OF AMERICA, Chicago, April 10-Sec'v, Elliot H. Goodwin, Riggs bldg., Washington, D. C.

POSTURE LEAGUE, AMERICAN. New York, second Saturday in March. Sec'y, H. L. Taylor, I Madison avenue, New York city. PROBATION ASSOCIATION, NATIONAL, Kansas

City, May 15-22. Sec'y, Charles L. Chute, State Probation Commission, Albany, N. Y.

State Probation Commission, Albany, N. Y.
RAILGROUS EQUATION A Albaniy, N. Y.
RAILGROUS EQUATION A Albanic
City, March +6, 1918. Sec'y, H. F. Cope,
SOCIAL WORK, NYLDINAL CONFESSEC OF
KARIAS City, Mo., May 15-22, 1918. Sec'y,
W. T. Cross, 315 Plymouth court, Chicago,
STATE AND LOCAL
SOCIAL AGNICIES, CALIFORNIA, STATE CONFESSE

ENCE OF. Santa Barbara, April 15-19. Sec'y, J. C. Astredo, Santa Barbara, Cal. SOUTHERN SOCIOLOGICAL CONGRESS.

mingham, Ala., April 14-17. See'y J. E. McCulloch, 609 McLachlen bldg., Washington, D. C.

#### PERIODICALS

Fifty cents a line per month; four weekly income tions; copy unchanged throughout the month

A. L. A. Book Liet; monthly; \$1; annotated magazine on book selection, valuable guids to best books; American Library Association. 78 East Washington St., Chicago.

Washington St., Chicago.

American Physical Education Review; nine insteas
(October to June) 31; efficial organ for the American Physical Education Association. Origiosl
stricles of scientific and practical value, news
notes, bibliographics and book veviews. American Physical Education Association, 93 West-ford Avenos. Springelield, Mass.

The Child Leber Bulletin; quarterly: \$2 a year: National Child Labor Committee, New York. The Club Worker; monthly; 30 cents a year; Na-tional League of Women Workers, 35 East 30 St., New York.

The Crisis; monthly; \$1; National Association for the Advancement of Colored People, publisher 70 Fifth Ave., New York.

Mental Hypiene; quarterly; \$2 a year; published by The National Committee for Mental Hy giene. 50 Union Square, New York.

gene. 30 Union Square, New York.

The Negro Year Book; published under the auspices of Tuskegee Institute, Tuskegee, Ala; asannual; 35c, postipaid; permanent record of ourrent events. An ancyclopedia of 450 pages ethistorical and sociological facts relating to the
Negro. General and special bibliographies; followers.

Public Health Nurse; Quarterly; \$1 a year; na tional organ for Public Health Nursing, 606 Lexington Ava., New York.

Secial Hypiens; a quarterly magazine; \$2 pe year; The Social Hypiens Bulletin; monthly \$2.5 per year; both free to members; publishes by the American Social Hygiana Association 105 W. 40 St., New York.

Southern Workman, illustrated menthly; \$1 for 700 pages on race relations here and abroad Hampton Institute, Va. Sample copy free. The Survey; once a week, \$3; once a month, \$2; a transcript of social work and forces: Survey Associates, Inc., 112 East 19 St., New York.

#### CURRENT PAMPHLETS

Listings fifty cents a line, four weekly inser-tions, copy unchanged throughout the month... Order pumphlets from publishers.

MAKING THE BOSS EFFICIENT. The Beginnings of a New Industrial Regime. John A. Fitch Reprinted from the Susvey. S cts. Survey Associates, Inc., 112 East 19 St., New York. THE PATH OF PARRIOTEM IS THE PATH OF PROMI-BITION. Address of Anna A. Gordon, president National Woman's Christian Temperatuce Union, Evanston, Ill.

THE SOCIAL STONIFICANCE OF THE MOTION F TURE. The Lilian Edwards' Prize Essay of 19 Free of Dean E. R. Groves, Durham, N. H.

#### COMING MEETINGS

[Fifty cents a line per month; four weekly inser hous; copy unchanged throughout line month.] ROBL: copy unchanged throughout line month. National Society Phonorion Industrial Education. Annual convention Philadelphia, February 21-23, 1918. Headquariers Bellvue-Straiford. Am'l sec'y, May Allison, 140 West 42 street, New York.

WAR PROBLEMS IN THE TEXTILE INOUSTRY. Held onder the auspices of the Committee on Social Welfere of the National Assectation of Cotton Manufacturers. Boston, January 18. Sec'y, Rofus R. Wilson, 45 Milk St., Boston.

#### THE SURVEY'S DIRECTORY OF SOCIAL AGENCIES

Survey



ASSOCIATES INC.

#### KEV

If you know the name of the agency or organization, turn direct to the list-ings (3d column) for address, corre-sponding officer, etc. [They are ar-ranged alphabetically.]

If you seek an unknown source of information, turn to the subject index, following. The initialings correspond to capital letters in names of agencies.

If you want to know the agencies at work in any great field of social concern, turn also to this index. [They are grouped under major subject classifications, as "HEALTH," printed in capitals.]

Correspondence is invited by the agencies listed; questions answered (enclose postage for reply) and pamphlets supplied free or at nominal charges. Membership is not required of those seeking information, but ofor those seeking information, but of-fers an opportunity for you to share spiritedly and seriously in your com-munity or profession in an organized movement which is grappling with some country-wide need or cause.

If you are uncertain where to turn, address the SURVEY, and we shall endeavor to get your inquiry into the right hands

#### WARTIME SERVICE

"HOW the Sunvey can serve" was the subject of an infornal conference held early in April, in our library, to which we asked the executives of perhaps twenty national social service organizations. The consocial service organizations. The con-ference was a unit in feeling that as a link between organized efforts, as a means for letting people throughout the country know promptly of needs and national program—how, when and where they can count locally—the SUNEY was at the threshold of an opportunity for service such as lar-stedom come to an educational exterprise.

The development of this directory is one of several steps in carrying out this commission. The executives of these organizations will answer ques-tions or offer counsel to individuals and local organizations in adjusting their work to emergent wartime de-

Lirtings \$3 a month for card of five lines (inabeding one listing in SUBJECT INDEX by full
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COUNTRY LIFE
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of the Ywcs.
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Nali. Lib. im. League, NFs, NEAR.
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Industrial Girls' Clubs of the Yuca.
Natl. Child Labor Com.
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Natl. Wom. Trade Union League.
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Labor Laws, Asta, Note, Legislative Reform, Arat.

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PEACE National Woman's Peace Party, Art.

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Reconstruction, Ncsw.

RECREATION

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SOCIAL SERVICE Amer. Inst. of Soc. Service. Com. on Ch. and Soc. Service, Focca.

SOCIAL WORK Natl. Conference of Social Work, Natl. Social Workers' Exchange. Statistics, Rar.

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Bureau of Municipal Research.
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NCMR, PRAA, NCWA, NSFIR.

Thrift, Mcva. TRAVELERS AID National Travelers Aid Society.

Tuberculosis, NASPT, Vocational Education, NCLC, RSE, WEIU. Unemployment, AALL,

WAR RELIEF Am. Red Cross. Preventive Constructive Girls' Work of Ywcs.

WOMEN

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Natl. Board of the Y. W. C. A.
Natl. Consumery' League.
Natl. League of Wom. Workers.
Natl. Women's Trade Union League.
Women's Educational and Industrial Union. Working Girls, Crw. NTAS. NLWW.

#### ALPHABETICAL LIST

AMERICAN ASSOCIATION FOR LABOR LEGIS-LATION—John B. Andrews, sec'y; 131 E. 23 St., New York. For national employment service for mobilizing and demobilizing war workers; main-taining labor standards; workmen's compensation bealth insurance.

AMERICAN ASSOC. FOR STUDY AND PRE-VENTION OF INTART MORTALITY—Gertrade B. Kaipe, see. see'y: 1211 Cathedral St., Batt-more. Literature. Exhibits. Urges prenatal in-struction; adequate obsterical care; birth registra-tion; maternal nursing; infant welfare consultation.

AMERICAN HOME ECONOMICS ASSOCIATION
—Mrs. Alice P. Norton, sec'y. Organized for
betterment of conditions in home, school, instintion and community. Publishes Journal of Home
Economics, 1211 Cathedral St., Baltimore, Md.

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AMERICAN LIBRARY ASSOCIATION—George B. Utley, exce. sec'y; 78 E. Washington St., Chi-cago. Furnishes information about organising libraries, planning library buildings, training librarians, cataloging libraries, etc. List of publi-cations on request.

AMERICAN PROPORTIONAL REPRESENTA-TION LEAGUE—C. G. Hoag, see'y; 802 Franklin Bank Building, Philadelphia. Advocates a rational and fundamental reform in electing representatives. Literature free, Mombership \$1.

#### THE SURVEY'S DIRECTORY OF SOCIAL AGENCIES

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Central Committee, appointed by the President of the United States; William Roward Tafs, chart-leading, Secretary of State; Juhn Stelon Williams, Controller of the Currency; Major-General William C. Gergas, Sargeon-General, U. S. A.; Ren-Admiral William C. Braisted, Surgeon-General, U. S. A.; John W. Dawis, Solicion-Controller, S. Controller, Controlle

Wer Council, appointed by the President of the United States: Henry F. Davison, chairman; Caarles D. Norton, Grayson M.-P. Murphy, John D. Ryan, Cornelius N. Bliss, Jr.; William Howard Tatt, ex-officio; Eliot Wastworth, ex-officio.

Major Grayson M.-P. Murphy, U. S. A., Com-

Department of Militory Relief: John D. Ryan, director-general; Gen. Winfred Smith, assistant director-general. Civilion Relief: W. Frank Person, director-general.

Bureau of Medical Service: Lieutenant-Colonel

M. C. Connor.
Newring Service: National Committee, Miss Jans Delano, chairman; Burean of Nursing Service, Miss Clara Noyes, director; Bureau of Town and Country Narsing Service, Miss Fanny F. Clement, director.

Women's Bureeu: Miss Florence Marshall, di-

Supply Service: Frank B. Gifford, director.

THE AMERICAN SOCIAL EXCIENT ASSO-CHATLON-William F. Show M. D., gen. see'y 165 W. 40 St., New York. For the repression of prostitution, the reduction of venereal disease, and the promotion of sound sex education; pamphiets npom request; membership \$5; sustaining \$10.

AMERICAN SOCIETY FOR THE CONTROL OF CANCER—Miss Marion H. Mapelsden, acting race, see'y, 25 W. 45 St. New York. To disseminate knowledge concerning symptoms, diagnosis, reatment and prevention. Publications free no request. Annual membership dues, 33.

ANTI-IMPERIALIST LEAGUE—Founded Nov. 19, 1898. Moorfold Starey, pres. (first pres., George S. Boutwell); David Greene Haskins, Ir., treas, 10 Tremont St., Boston; Erving Winslow, scty. Object: To protect and spitate against extension of sovereignty over peoples, without their reu consent.

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ul kinds; also installs efficiency systems. Twelve
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Comm. Apolloni was acting mayor of Rome during the first six months of the war and as president of the Comitato di Organizazione Civile has cooperated with the American Red Cross prom the start. It was to this organization that the Ked Cross gave, 1000,000 the in November. The studytor has done no work at his art since the outbreak of the wur, but many Americans may recall his collection of statues which received a grand prize at the Chicago exposition. His Poet is in the Baston Museum of Fine Arts, and other works of his are in the United States

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# Seven Weeks in Italy

## The Response of the American Red Cross to the Emergency-I'

By Paul U. Kellogg

EDITOR THE SURVEY

Rome, December 22, 1917. N THE HILLS bordering Lake Garda to the south lies an old battleground where sixty years ago the French and Piedmontese defeated the Austrians. For a month past, not only French and Italian, but British troops have been streaming through this region. They have been reinforcing the new front on the line of the Piave, where the Italian armies checked and held the invading Austrians of 1917, who came down late in October driving before them half a million refugees from Friuli and the Veneto.

This reawakening of old echoes of gunfire in the long struggle for Italian liberation had its response in the declaration of war by the Congress of the United States. But there is another span of circumstance in which America played a more immediate part, from Padua and Venice to the Sicilies, in the prompt despatch of trained men, supplies and rolling stock from the Paris headquarters of the American Red Cross commissioner to Europe.

For it was on this old battlefield of Solferino, that in 1859 Henri Dunant, the Swiss forerunner of the Red Cross, went out before the heat of the conflict had spent itself, tending the wounded who lay in anguish, without water, or comfort or medical aid. It was here that he was fired with his conception of a noncombatant service which would be respected by all armies. There followed that conference at Geneva in 1864, which chose the Swiss flag, reversed, as its symbol-a red cross on a white field-and laid the framework for those international understandings which are the law for the sick and wounded, for stretcher-bearer and ambulance man and nurse, wherever the battle lines run.

And within four days after our declaration of war against Austria, the first section of the American Red Cross Ambulance Corps for Italy traversed the old battlefield of Solferino on the way to the Piave front. The Red Cross was even then in the sixth week of its emergent relief work for Italian refugees.

To pick up our thread of history: The question on which

<sup>1</sup>This is the first of a series of three articles. The second will be published gent week.

it seemed likely that the Geneva conference of 1864 would split was the belief of the European delegates that the military commanders would not brook the intrusion of other than fighting men in the midst of their operations. An American, a member of that Voluntary Sanitary Commission which played so active a part in all the campaigns of the armies of the North, carried the day with his testimony fresh from the battlefields of our Civil War. In the intervening years, Americans further pioneered by employing the Red Cross organization, which sprang from the bloody slopes of this Italian battlefield, as our chief agency for succor in times of great fires and floods and other forms of internal disaster. There has been, therefore, a sense of noble indebtedness, nobly returned, that has entered these weeks into the eager outreaching of civilian help from the people of the United States to the Italian people, sorely pressed as they are in turning every city and village of the peninsula into a haven of refuge for women and children rendered homeless by the invasion.

At a time, then, when American participation in the war has been only a phrase to the mass of Italians, the American Red Cross, with little more than a corporal's guard of active workers, has made American fellowship a reality. Before its own permanent commission to Italy had sailed from New York, the existing organization in France, at the very peak of its load of work for American troops, French troops and French civilians, was able to fill in the breach with experienced men; open central offices in Rome early in November: canvass the situation by wire through the American embassy and consular service; despatch an ambulance section and two trains of supplies; make wholesale purchases in Italy (while these supplies were en route from France); wire money to spend on the spot to consuls, committees and local agencies (while these last supplies were en route from the Italian markets); send out north and south the nucleus of a field staff. and commission two ranking American experts in emergency relief to make a rapid survey of the whole field as the basis for a long plan of help.

In saying this much, we must keep things in perspective, The part which the American Red Cross played in these first weeks of emergency must be seen against the background of

Photo by Control News Samica



A FOOD STATION IN VENICE

voluntary effort put forward by Italian agencies; the part which these agencies have played must be seen against the background of government action — municipal, provincial, national—and the part which all together have played must be seen against the tremendous rush of emergent need.

The brunt of it fell on the refugees themselves, and they bore it, hungry, athirst, drenched to their skins, packed in cattle cars or sleeping on stone floors when better provision failed. More, the excruciating experience of their slow southbound transport is but the first chapter in a situation, which if we are to judge by the experience of French and Belgian refugees of three years ago, will tax the competence and generosity of all the agencies concerned for months to come. Even so, the part which the American Red Cross has been able to play has been larger and more effective with every day that has passed, and not only the spirit of the doing, but the things done were made the subject, no more than a month from the date the Red Cross commissioner to Europe reached Rome, of appreciative reference by the Italian premier in his address at the opening of Parliament early in December. He, said: "Our soul is stirred again with appreciation and with admiration for the magnificent dash with which the American Red Cross has brought us powerful aid in our recent misfortune. We attribute great value to the cooperation which will be given us against the common enemy by the prodigious activity and by the exuberant and consistent force which are peculiar to the American people,"

Take a single example, more dramatic than most, but by no means unrepresentative of the way Italians and Americans have breasted together minor emergencies as they arose. The first two Red Cross men reached Rome on November S, and the first step they took was to appropriate money to the American Relief Clearing House, which enabled it to open that very night the first of two canteens for refugees at the railroad stations in Rome. Incidentally this was four days before Italian canteens were opened there.

At four o'clock one afternoon the volunteers who manned the canteens—Americans resident in Rome who have since become active members of the Red Cross staff—had a wire that 12,000 southbound refugees would pass through the Portonaccio station, six or eight miles out on the Roman Campagna. The first train would arrive at six o'clock. The refugees had been fed at Florence before leaving, ten hours before, and had had nothing to eat en route. The Italian authorities could supply the children with hot milk, the adults with bread and soup. They turned the rest over to the Americans.

#### Sandwiches Carved with Sabers

THERE was just two hour' leeway. The canteen workerjumped into motor cars. They bought 1,200 blankets; they
bought hams; they bought sausages; they bought chocolate.
They piled all this into the cars and made repeated trips to
the Termini station, where they secured permission to dump
them into the baggage-car of the Florence express, which left
on its northbound trip between five and six o'clock. In this
way they had their supplies out at the Portonaccio station
before the arrival of the first refugee train.

Here they found a squad of the Granatieri, an Italian regiment dating back to the seventeenth century. In the present war, so heavy has been their part in the fighting that it has taken 60,000 men to keep filled their ranks of 3,000. Tonight the Granatieri were armed with big knives, and from now until nine o'clock the next morning, when the last train went through, they turned huge stacks of bread into sandwiches, cutting the loaves into big chunks, slicing them and stuffing them with ham and ssusage.

Each train carried about 1,000 refugees, and the Grana-

tieri would no more than get a thousand sandwiches made up than a train would roll in. Then they had to work against time to be ready for the next train. And they did this for twelve solid hours and more as fast as men could work.

Perhaps, in a writing which cannot hope to speak of the hundreds of Italians in all walks of life who have worked shoulder to shoulder with the Red Cross men and whose cooperation has made their work possible, it may be permitted to cite one as personifying many. Giorgio d'Acarnia is the pen name of a young writer on the proposed Jugo-Slav state and the future of Poland. He is known also for his ardor on a certain battlefield where he was left for dead with a shrappel wound in his abdomen. Some later stretcherbearers brought his body to a field hospital, where the physicians in charge said that he was clearly dving. They turned, in their press of work, to more hopeful cases, and for a second time he was left at one side for the flicker of life in him to snuff itself out. It happened that Bastianelli, perhaps the greatest of the Italian surgeons-and Italy is famous for her surgeons in this war-came to that ward. "His case is hopeless," said Bastianelli. "Nonetheless, I want to try to save him." There followed the first of four major operations which brought the young author-soldier back to his people, a shadow of himself, with a great open wound in his side. That was eight months ago. He cannot go back to the front, but he still works on for Italy. It was Giorgio d'Acarnia who was in command of the Granatieri, cutting bread for the refugees, train after train, all that night,

Pouring rain beat into the open train-shed and through the doors of the cars. Rain was the one familiar of these contadini in all the strange places through which they were driven by the fortunes of war. It was pouring rain when they struggled down the black road from Udine. It was pouring rain when many of them were put off the trains into the atili at Florence, just as it was pouring rain when they passed through Rome on this, the next lap of their journey. It was pouring rain when some of them were transferred from ferry to train at Messina, and they stood waiting in the dark in the drench of it for two hours on the wharves. And it was pouring rain when others—or perhaps some of the same company—trudged after midnight up the interminable folds of road that lead to the mountain-top town in Sicily that was for a thousand and more their journey's end.

#### The Man Who Refused to Die

THEY came into Rome that night mostly in cattle cars, some of these transformed for the use of war into troop trains, but others clearly improvised for this trip, with benches taken from little northern schools and churches for seats. The American canteen workers could read the names of them in the station lights-"Santa" this and that. The great majority of the people, those who came in around midnight and after, had not eaten for twelve hours. The babies were crying, the few men that were among them were cursing, the women wringing their hands. The Americans, drenched to the skin in going from car to car, passed the sandwiches out to them. the hot milk for the babies, the soup for the adults, the blankets for the old and sick. And before each train had left the station, a young Italian officer, tall, slender, with a great open wound in his side concealed by his grey-green uniform. went from car to car, in the rain and the cold, inflaming their hearts with words of encouragement. Not once, so the canteen workers tell the story, but the trains rolled out with the people singing patriotic hymns, and cheering for Italy, for the allies, for America.

The American note has been struck in all this Red Cross work in Italy—not in a spirit of self-advertisement for the United States, but rather of assurance for Italians, to give them tangible evidence that in resisting invasion and in getting under its heavy load of civil distress the American people are with them; evidence not merely in sympathetic cables and distant girdings for war, but evidence expressed in such humble but convincing terms as surgical dressings and instruments for field and base hospitals, shirts and drawers and stockings for shivering limbs in aile and refuge trains, condensed milk for hungry babies, blankets and beds and stowes for homeless



Photo by Central News Service

A cart-load of peasant women and children on their way south

families in lodgings in the northern cities, in vacant villas along the seacoast, in country villages in Umbria, in old convents and monasteries in the South. There was genuine statesmanship in the call for combs which came from a Red Cross worker in Leghorn, and in the good sense of the American women in Florence who got together and made sanitary napkins far into the night. The sober officials of one Emiliano town were hopeless of providing bedding for the ten thousand refugees in their prefecture, but in the midst of their quandary they sent two visiting Red Cross inspectors on their way to a neighboring city in the municipal motor car, the firemen in brass-bound helmets on the drivers' seat, and the siren sounding as they scattered dogs and children. The Red Cross men caught the spirit of the new diplomacy when they sent the car back filled up with blankets from their stores at Bologna-from the people of the United States to the people of Italy.

#### Work of the American Consuls

MORROVER, the President of the United States is the head of the Red Cross; it is a semi-official organization, and it is quickly recognized in such international work as a natural channel for American resourcefulness and good-will. It is hailed not only as a piece of American enterprise but as America expressing herself. It was in truth a cable from the American ambassador to Italy that brought the first Red Cross men to Rome, and it was at the American embassy that they met with the committee of the American Relief Clearing House and mapped out together the first steps to be taken. Round Thomas Nelson Page all the early operations swung, his penetrating judgment of men, of organizations and cities:



Some of the refugees from the north were taken to the far south. The picture above is of a new hospital for children obened under the authority of the prefect of Naples

his swift strokes in portraying the main elements in the situation and his southern talent for establishing cordial relations for the newcomers with the Roman community and the forces of the national government, gave an unanticipated speed and precision to the rapidly expanding work. And it was from the ambassador's office, at that first day's conference, that despatches went off to American consult broughout Italy for information as to numbers and conditions of refugees. Money was sent that afternoon to consuls in cities known to have pressing need; within a week the ten consular districts had become, in a sense, the natural framework for the devicement of the civilian work outside Rome, and the consuls themselves the pioneer American relief workers.

Their efforts, naturally, took different forms in different districts. Consul Carroll at Venice found that the Posto di Conforto at Mestre, which was giving food and help to refugees and wounded soldiers, had reached its last day of operation, due to lack of means, and arranged for its continuance under the American flag. Next, he opened a Red Cross canteen at Chioggia as a first step in cooperating in that orderly evacuation of Venetian civilians which will be described later and into which he threw himself with characteristic Texan energy. Consul Dumont had enlisted a fellow countryman as the representative of the American colony in Florence in collecting money and clothing for the refugees, the Italian Red Cross established him as head of the clothing distribution service at the principal shelter near the station, and the consul next commissioned him to carry American Red Cross moneys to other cities in the district. Consul Winship, of Milan, brought to bear his experience in Petrograd in aiding Polish refugees at the time of the great Russian retreat of 1915. He became chairman of an active American Red Cross committee made up of American business men, which has opened a popular kitchen near the station (where 200 resident refugees are fed), turned a club house into an infirmary and rest home for women and children, is equipping and managing a dormitory for allied soldiers and is cooperating with the central city committee in promoting better housing and employment for refugees. Acting Consul Roberts at Genoa cooperated in organizing a similar committee there, which erected a chalet in the station, first for the service of refugees and now for that of troops in transit. Consul Grace in Legborn organized the systematic distribution of clothing, milk and cocoa at two asili, sheltering 900 people, and by personal inspection trips expanded the scope of Red Cross activities to Pisa and other towns in his district. Consul Haven at Turin in the North, Consul Honey at Catania and Consul Shank at Palermo in the far South, gathered information and established connections for the Red Cross representatives on their arrival: as did Consul White in Naples who, from the first, was an active participant in local undertakings for the refugees. In the course of November, 460,835 lire were placed by the Red Cross in the hands of American consuls either for direct use or transmission to local agencies which their activity had helped to create or their judgment sanc-

This is not the first emergency in which the American Red Cross and the representatives of the United States State Department in Italy have jointly served the purposes of humanity. At the time of the Messina earthquake, the American ambassador, Mr. Griscom, headed the American Red Cross committee which handled a million dollars contributed for relief and rehabilitation and constructed the American barracks villages at Messina and Reggio. The American consultant Messina lost his life in that disaster, and the American consultant Messina lost his life in that disaster, and the American con-



Members of the colonies brought down to the coast towns by the Venetian relief committee. Four families were housed in this summer place. For the first fortnight they were without blankets.

consul at Genova died from the results of exposure in the course of the relief work.

The promptness and efficiency of the American consuls in the present emergency will leave its impress on the whole trend of Red Cross development in Italy. It has been a factor in the decentralized scheme for civilian work which the temporary staff will turn over to the permanent commission. This calls for regional representatives, responsible to and receiving instructions from the headquarters in Rome, but capable of carrying a large measure of responsibility and of dealing with details under very general instructions. On the whole, the old regional divisions of Italy have been followed as they have been combined in the American consular districts, and as these in turn must be modified for an organization for relief rather than for commerce. The American consuls will be recognized as bearing an advisory or honorary relation to the work in their districts, and their cooperation will be enlisted in making contacts with local officials and in matters in which intimate knowledge of the community will be useful

The nine districts, as experimentally organized, follow: the war zone, headquarters at Padua; Lombardy, headquarters at Milan; Piedmont, headquarters at Turin; Liguria, including the Mediterramean shore of Tuscany, headquarters at Genova; Tuscany and Emilia, except the two coastal regions, headquarters at Florence; Venetian colonies along the Adriatic, headquarters at Rimini; central Italy and Sardegna, headquarters at Rome; Campania, Basilicata and Puglia, headquarters at Naples; Siçili van Calabria, headquarters at Palermo.

Another factor which made for this decentralized scheme of development was the division of labor effected at the outset with the American Relief Clearing House, on the presumption that the latter would later be merged with the American Red Cross. The Clearing House had been formed for a very definite purpose, that of organizing and transporting supplies

for hospitals. When the line gave way, it was suddenly called on for supplies to help care for the double stream of refugees—civilians and wounded soldiers. It cleared out its warehouse the first week, ran out of funds and wired to the Red Cross. The division of labor was simple: in relief work the Red Cross was to plunge into work in the provinces; the Clearing House, with its committee of local Americans and with a prompt appropriation of 100,000 lire from the Red Cross for the immediate purchase of clothing, blankets, food, etc., was to work in Rome.

#### The Red Cross Chips In

REFERENCE has already been made to the canteen opened by the Clearing House at the Portonaccio station, out on the Campania, through which the southbound stream of refugees first passed. In little more than a week, lest refugees should congregate in great numbers at the capital, the line of transport was switched to the route south along the Adriatic, and this canteen was transferred, under Red Cross suspices, to Ancona.

Refuges assigned to Rome, or to be distributed in the neighborhood, came in at the Termini station. The government had requisitioned nearby hotels and gave them a small allowance for food, but they had difficulty in obtaining it. The first night, the Clearing House canteen here fed 700 persons, and in four days the number eating its evening meals had reached 1,200. The Giornale d'Italia, one of the leading newspapers of Rome, had a popular subscription going and in conjunction with the municipal committee was providing breakfasts and, through a ticket system good at certain shops, gave out clothing. The subscription had reached 350,000 lire when, that first week, the American Red Cross chipped in 100,000 lire to the fund. That—for such is the psychology of newspapers and newspaper readers the world over—put

tions from Italian sources to many times the Red Cross gift.

Two weeks later the Red Cross made a third and still larger gift to Roman activities-one of one million lire, to the Comitato Romano di Organizazione Civile, which has been carrying on widespread relief work for the benefit of soldiers' families and stood ready to bring refugee families within the scope of its activities. These include creches and maternal schools for children whose mothers are at work-one of them tucked picturesquely under the shadow of the old wall-an asylum for children whose mothers are not living and whose fathers are at the front; a workroom, employing four or five hundred women on tents and army clothing; popular kitchens for serving meals (many of them free, on a ticket system). and higher grade economic kitchens for the distribution of cooked meals at cost or less-all of them so many points of attack on the problem of livelihood which the war, the stopped earnings of the men, the high cost of living, and now the coming of the refugees has rendered acute. Nothing, as the leaders in these activities saw it, would count for more in maintaining morale at the front than for the men in the trenches to be sure that their families, whether refugee or merely left behind, are not suffering this winter.

#### Organization on the French Model

MEANWHILE the work in the provinces and the organization of a temporary headquarters staff had gone forward. Under a deputy commissioner, who had helped to shape the development of Red Cross work in France, its three main divisions were rapidly duplicated here-military affairs, civil affairs and administration. The military department was put in the hands of an American who, since the first year of the war, has been one of the seven engineers of a medical supply service reaching between three and four thousand French hospitals and entering into every sphere of army activity from the advanced dressing stations to sanatoria in the south of France. The civil department was put in the hands of a former member of Mr. Hoover's staff in Belgium, now chief of that bureau in the French organization of the Red Cross which deals with relief and rehabilitation in the war zone. Stores and transportation were put in the hands of the organizer of the Red Cross warehouse system in France: purchase in those of the Italian buyer for a large American house doing business throughout Europe; finance and accounting in the hands of the treasurer of the Red Cross organization in France. controlled by a New York trust company; and general administration in those of a Detroit business man whose years of experience in the management of chemical industries has latterly been translated into building up for the Red Cross a supply and furniture-making center in the heart of the devastated area recovered by the French last spring. Passport, cable, railroad, employment, filing and other services were rapidly set in motion in offices in the Palazzo Doria turned over to the Red Cross by the Banca Commerciale, through an American member of its board of directors.

Other Americans in Rome were quick to volunteer their services and English-speaking Italians were equally cooperative. Certain members of the Clearing House Committee proved invaluable as traveling inspectors. Within a month, a temporary satisf of sixty-five people were at work. This included the delegates in the field, who were mustred from whatever quarters they could be obtained and sent out as rapidly as they could be mustered—officers and students of the American Academy, the secretary of a sugar company, a Pennsylvanian who had been farming in Umbria, artists, architects, men of leisure from Florence and Sicily, a doctor

## THE EMERGENCY RELIEF COMMISSION TO ITALY

#### Of the American Red Cross

Director: Major Grayson, M. P. Murphy, O.R.C., U.S.A., commissioner for Europe.

> Edward T. Devine, chief of the Bureau of Refugees and Supplies of the American Red Cross organization in France.

Representatives:

Ernest P. Bicknell, director of the Department for Belgium. Paul U. Kellogg, editor of the Sur-

December 22, 1917.

TO THE MERSHERS OF THE EMERGENCY COMMESSION TO ITALY: It falls to the lot of few men or women in the world to play a real part in one of those supreme events on which the course of history depends. This privilege has been given to you. In time to come you will look back on your work of the past few weeks with a satisfaction which you may not now appreciate, for you have had a rare and wonderful expendence of the past of th

The measure of your achievement is not its physical proportions. Much more could have been done than you had means to do. Much of what you have done could have been done better had time permitted the construction of a larger and more effective organization. But you return to your permanent posts leaving cheer and comfort and confidence in Italy that would not have been here without you, and knowing that two great peoples are closer together and more effective in the war for liberty than they would have been had you not come.

In the hour of deepest distress, you carried from our country to our Italian allies a message of militant comradeship, and the value of that message, coming when it did, no one can ever measure.

Very sincerely yours,

G. M. P. MURPHY. Major O. R. C., U. S. Army, A. R. C. Commissioner for Europe.

## THE TEMPORARY RELIEF COMMISSION TO ITALY

Carl Taylor, general manager.

Edward Eyre Hunt, head of the Civilian Relief Department.

Dr. Alexander Lambert, in charge of medical relief.

of letters from the Sorbonne, a physician, a teacher of philosophy and one of sociology from the Civil Affairs Department at Paris, a social worker and a clergyman resident in Rome, a sanitary engineer back from Red Cross work in the Balkans, and so on. Knowledge of Italy and Italian, executive experience and acquaintance with civil or military relief work they had in combination, this scratch organization, but scarcely one of them possessed all three qualifications—some two; yet they pitched in with spirit and were quick to respond to the promptings of the picked men sent out to organize the work.

Early in the first week, two American business men from the industrial district in northern Italy, met with the Red Cross representatives in Rome and together drafted a scheme for a citizens' committee in Milano. That night they left for Genova, where they organized a similar committee in the morning; they met with their Milano group in the afternoon: and on Wednesday, or two days after the Red Cross opened work in Rome, full-fledged American Red Cross committees were at work in these two important northern centers.

Meanwhile reports were coming in by wire and letter from

## THE PERMANENT ITALIAN RELIEF

#### Of the American Red Cross

Commissioner for Italy: Robert P. Perkins, president of the Bigelow-Hartford Carpet Co. of Connecticut.

Deputies:

Chester H. Aldrich, architect, New York city. James Byrne, New York city, legal adviser. Dr. Joseph Collins. New York city. med-

ical director.

Ernesto Fabbri, banker, New York city.

Samuel I. Fuller, banker, New York city.

Samuel L. Fuller, banker, New York city, financial director. Guy Lowell, architect, New York city.

Thomas A. L. Robinson, Youngstown, O., director of supplies. Prof. Lightner Witmer, psychologist, University of Pennsylvania.

Rev. Sigourney W. Fay, Catholic priest, Wynnwood, Pa.

Included in the general organization personnel:

Louis A. Davis, Philadelphia, office manager and general secretary.

William E. Hereford, New York city.

Julius Roth, New York city, transportation.

Edgar I. Williams, New York city, secretary.

the consuls, asking for money, saying how they could use it, showing the need for personnel. On the civilian relief, with a staff to be created out of thin air, with the railroads congested and with no man knowing how long the stream of refugees would keep up, the administrative problem was one of limiting effort. The director of civilian relief got down a railroad map and built his early program on the transportation centers in that belt through which the stream was flowing south and west: Genova, Milano, Florence, Bologna and, after them, Rome, Ancona and Naples. He decided to limit the civilian work to emergent relief at the start, to limit emergent relief to that which could be carried on at the stations, and not to attempt anything with respect to the care and lodgment of refugees at the points of settlement until their needs in transit had lifted. Moreover, he ranked the wants of the spirit quite as real as those of the body, and the railroad stations offered vantage ground from which to fly the Stars and Stripes and Red Cross flags and show that Americans were here and helping.

At the end of two weeks the director could report that teams of Red Cross workers had established soup kitchens at or near the stations in Rome, Ancona, Genova and Milano; that the Red Cross had sent clothing and bedding for refugees to Florence, Leghorn, Ancona, Catania, Genova, Bologna, Rayenna and Naples: that it had contributed funds for the purchase of clothing to local committees of the Italian Red Cross at Florence, Bologna, Ancona, Genova, Naples, Palermo and Bari: that it had provided funds for relief work to American consuls at Florence, Venice, Milano, Genova, Leghorn and Catania: that in addition to the large gifts mentioned earlier. it had authorized the equipment and maintenance of a 150bed refugee home in Milano and a chalet at the railway station in Genova, organized committees as noted at those two cities and established resident delegates in Florence, Bologna, Ancona, Milano, Rome and Naples.

The following shipments of moneys or supplies to three

cities will illustrate the type of help that was going out from Red Cross headquarters up to December 1:

To Apcons-Nov. 10 Lire 5,000 for refugee clothing 12 100 cases condensed milk Lire 5,000 for refugee food 15 Lire 2,000 for refugee clothing 100 cases condensed milk Lire 5,000 for refugee food 20 21 1,395 blankets, 25 mattresses To Florence-Nov. 9 Lire 50,000 for refugee relief Lire 10,000 for refugee clothing 10 502 mattresses 20 20 1.000 blankets Lire 100,000 for refugee relief 27 3 flags 17.262 articles of clothing 30 Lire 25,000 for relief

To Leghorn

Nov. 10 1,190 articles clothing 10 2,000 blankets 10 Lire 50,000 for refugee relief 12 100 cases condensed milk

20 100 cases condensed milk 24 16,996 articles clothing 24 1,007 blankets

26 Lire 18,000 for purchase of blankets

By the first week in December, the stream of refugees which had been dwindling, practically stopped; but with no certainty as to when it might come again in flood, provision for refugees in passage and in the larger cities continued for ten days longer the major concern at headquarters. At the same time, as public attention in the large cities shifted from the needs of those passing through to those who were to remain, as the refugees were spread out in every province from the provincial centers to the smaller places, and as the great residue were shipped and settled in the South, clothing appeals began to reach the Red Cross from all directions, and the questions of hospital provision, of shelter and employment, pressed in in countless local embodiments.

#### An Unmatched Mission of Help

This had not been unanticipated, and on November 20 the commissioner for Europe had despatched a committee of three to make a quick survey of relief needs throughout Italy, as a basis for permanent organization and program. Here again, the resources of the Red Cross organization in France and Belgium were drawn on, the senior members of the committee being the two executives and social workers who set the standards for American emergency relief in the San Francisco and Ohio flood disasters, one of them now chief of the Bureau of Refugees in the Department of Civil Affairs, at Paris: the other the director of the Red Cross Department for Belgium. The committee visited Venice, Vincenza, Padua, Verona, Milan, Turin, Genova, Modena, Rimini and Florence in the North; Naples, Messina, Palermo and Catania in the South; spending ten days on the north trip and five days in the south. inspecting asili, kitchens, lodgings, work-rooms; interviewing members of the cabinet, prefects, mayors, relief-workers, bishops, generals, consuls, physicians-all that personnel which, because of official duty or private good will, or both, had been thrown in contact with the southbound stream of fugitives or were facing with them the immediate problem of taking up the burden of life in their new surroundings.

Perhaps no such mission of help has ever been the duplicate of this, from the half deserted quays of Venice to the cluttered tenement streets of Naples, from the low farms back of the armed banks of the Piave to old monasteries turned refuges on a Sicilian mountain top. But rapid as the trip was, and picturesque, its distinction lay in that combination of investigation and action on the spot which has been characteristic of Red Cross development in France since last June. The committee carried over 500,000 lire. It put sufficient money in the hands of Consul Carroll to enable him to contribute in a large way to the orderly evacuation of Venice; contributed to the emergent relief fund needed to tide over an unemployment crisis in Padua, from which city various industries had been removed; gave quick help to a provincial committee at Vincenza which was caring for a large number of destitute mountain folk who had come down to the neighboring farms; turned over a sufficient sum to the American Red Cross committee in Milan to enable it to work out a general program, founded a Red Cross hospital and health center among the new Venetian colonies at Rimini; made a gift to the Italian Red Cross at Catania to enable it to succor refugees destitute of clothing and bedding in the small Sicilian villages; and left working funds at Naples and Palermo to promote better lodgings and employment for refugees.

On December 8 the committee submitted its report, giving in brief compass, for the benefit of the new commission, a general survey of conditions, the urgency of needs scarcely less bitter than those of the refugees in transit, and the constructive lines of work which, on the basis of experience in France and Belgium might stave off and prevent some of those persisting ills which beset fugitives even among their own people. Of these more later.

## A French Garden-Hamlet

### By Georges Benoit Levy

FOUNDER OF THE FRENCH GARDEN CITY ASSOCIATION

JEANNERET, one of our most original architects, has succeeded in creating under the abornmal conditions brought about by the war small scale, nevertheless establishes a new model in perfection of detail.

The watch-making establishments of Duverdrey and Bloquel at St. Nicholas d'Aliermont, having developed the production of war materials, wished to provide wholesome and pleasant housing conditions for their personnel. They secured the services of M. Jeanneret, who had already made a name for himself at the Chaux de Fonds in Switzerland by the originality of his work.

The estate is situated in Normandy on high ground. Its size is only about 1000 by 350 feet. It faces the branching of two main roads and is surrounded by pastures and set off, on one side, by a wood. It is divided lengthways by a thoroughfare consisting of a road eighten feet wide, bordered by two strips of lawn, twelve feet six inches wide and tree-planted, and two sidewalks of thirteen feet wide, from which the front gardens of the houses are separated by living hedges. This street ends in a playground of about one hundred and eighty square yards.

The advantage of this disposition will readily be seen: Roads which are inexpensive yet are wide enough, preserving the rural aspect of the estate; houses situated at the end of a garden and in the central artery linked together by a long path which, on the one side bordered by a strip of lawn, runs

KITCHEN AND LIVING ROOM OF A FOREMAN'S HOUSE

on the other along orchards and vegetable and flower gardens.

The lots are so arranged that the houses face east and west. Their ninimum size is a little short of a thousand square yards. Belinin each house there is a backyard, sufficiently private, upon which opens the small laundry where all the heavy work of the house is done. The windows are only four feet three inches high but nine feet eight inches wide. By their situation, the houses are exposed to the sunlight on one side or another all day.

Account had to be taken of the dominant sea winds, which made necessary a low construction. The planning demanded a roof not too low to contain attic rooms. Neither ornamentation nor molding was resorted to to bring out architectural features; the disposition of doors and windows, and of the gable ends, alone contribute to the beauty of the elevation

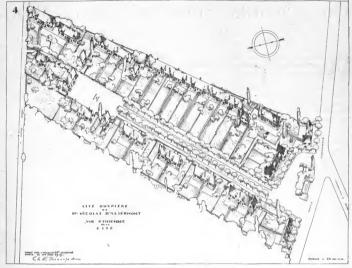
As regards the interior plan, two types of house are provided. The first contains a kitchen, also serving as dining room, and a large hall from which the staircase rises directly to the second floor; behind the kitchen the laundry and the food pantry; on the upper story two bedrooms, toilet and bathroom. The second plan is similar, but with an additional room on each floor.

Owing to lack of coal to bake the clay, the use of bricks had to be abandoned and hollow tiles of concrete to be used instead. These are made with three air cushions and not quite ten inches thick; they are manufactured on the spot with the aid of two hollow tile machines.

Nearly all the houses are semi-detached. Those of the first type cost about \$1,725 (10,000 francs) and those of the second type about \$2,600 (15,000 francs), very nearly twice as much as they would have cost before the war. To give an



LIVING ROOM OF A LABORER'S HOUSE



BIRD'S EYE VIEW OF THE VILLAGE

idea of other prices, frame work in this locality is offered at over two dollars the cubic foot (450 frames per cubic meter), The company of the Duverdrey and Bloquel works therefore decided to carry out all the work themselves and have courageously entered the trades of mason and carpenter.

One of the houses will be equipped with model furniture to serve as an inspiration to the future householders. Alto-

gether between fifty and sixty houses are being built. The illustrations show some of the types. It occurred to us that this modest little garden village might be of interest to American readers, partly because of the difficulties which had to be overcome in its construction and partly because of the resourcefulness shown by the architect in making the best of very severe restrictions imposed on him.



FRONT, BACK AND SIDE ELEVATION OF A PAIR OF COTTAGES

## The Scientific Spirit and Social Work

By Arthur J. Todd

PROFESSOR OF SOCIOLOGY, THE UNIVERSITY OF MINNESOTA

E may assume with considerable assurance that social work sets for itself a huge and intricate problem. Whether it is a fully fledged profession or only a profession in the making is of no importance to this present discussion. The real point is that the scientific spirit is necessary to social work whether it is a real profession or only a go-between craft. The cat is now out of the bag, but where has she jumped? No matter, but the mere opening of the bag starts a throng of questions. Chief of these I find in my own mind to be: Why do people want to do social work, particularly if it is so hard and so comprehensive? Is it, perhaps, as the cynically-minded claim, because of the "supply of the unfortunate to exercise their virtue on?" Or because they "conceive service as a kind of exploitation of mental inferiority, and so find a moral satisfaction in the thought of intellectual poor whom they will have with them always?" Are we absolutely sure that this is cynicism, or may it not be genuine moral probing? Perhaps, however, I had better put the question this way: How can you get people to do social work?

Back of all true social work must stand the impulse to serve. But whence is it to come? It is natural, you say. I grant that some psychologists claim we all have an instinctor seeing others well offi. That was what Clifford ment by the "voice of Man within us, commanding us to work for Man." But unfortunately there are other voices within us commanding us to steal from, and lie to, and exploit, and otherwise abuse our fellow men. Our instincts never run along a smooth even road in one direction. They cut across and jostle each other forcely. Instinct can never be swallowed raw as an explanation of noble or even fairly decent human conduct. It must always be liberally salted with discipline and education before taking.

Experience and training have shown men that some form of mutual service contributes to social and personal well being. The original instinct to serve, however, had to be brought out through a long process of holding the lid down on other rival instincts. Mere instinct and emotion are blind and unsafe guides to conduct. That is why so many of us land in the ditch with our benevolent schemes. That is why I am so suspicious of appeals to act on impulse. That is why I deplore such sentimental calls as appeared in the press on February 29. 1916. We were urged by the president of a group of benevolent women to gain a day. How? In her own words: "A chance will come to every one to do something charitable that day. Let us do as our first impulse tells us. For once let's not consult what we call our 'better judgment' nor use 'scientific charity' in what we do for others. Let's do more sunshine and less charity." Such talk is simply the call to "go on the loose." It is precisely the same psychological path that impels men to get drunk or to fly at each others' throats in war. Civilization is the result of the illuminated and disciplined will. There is no unerring instinct to do good. To depend upon mere feeling or impulse is to revert to nature, to eighteenth century mythology, Rousseau, and the cult of the "happy savage."

But if the impulse to serve is not instinctive, shall we say it must be religious? Is it not the dynamic side of faith? 490 Recall that famous chapter on the nature and fruits of faith in the Epistle to the Hebrews. Abel and Abraham and Moses. Joseph, David, the prophets and many another worthy "who through faith subdued kingdoms, wrought righteousness, obtained promises, stopped the mouths of lions, quenched the violence of fire, escaped the edge of the sword, out of weakness were made strong, waxed valiant in fight, turned to flight the armies of the aliens," were impelled to service through religious fervor. But like many other social workers they seem to have failed of their full reward-if we may judge from the somewhat cynical comment of the narrator of their trials. The religious motive has always been one of the strong forces back of the impulse to social amelioration. Hebrew and Chinese and Hindu sacred texts teach it. Christianity fostered certain types of charity. The Calendar of Christian Saints is redolent with them. Not a little of the best in so-called organized philanthropy (both spirit and methods) is traceable to the work of St. Vincent de Paul. The preaching of such men as Channing in New England during the thirties and forties of the last century fed the new tide of humanitarianism which brought us broader and more decent care of the afflicted, particularly the defectives and law-breakers.

But neither instinct nor religion is sufficient; neither confers capacity, necessarily. Vincent de Paul's great work may be said to have begun by recognition of this principle. You remember his first case: a benevolent lady had asked him to recommend to his parishioners a certain needy family. He did so at the morning service. In the afternoon he visited the family himself only to find them already almost overwhelmed with gifts of food and money. "Behold noble but ill-regulated charity," said the saint, and set to work at once to make the benevolent impulse effective through That was the scientific spirit, vision and organization. Again, Channing's preaching was not the only spring that started Dorothea Dix upon her marvelous crusade on behalf of the insane in our country. For years, notable doctors had been importing the ideas of Pinel from France and Tuke from England. And for three years Miss Dix studied these new, scientific methods of treatment for the mentally defective. It was this new, precise knowledge that gave some solid backing to her fervid moral enthusiasm. Her science guided her religion and made it efficient. Indeed, I am not sure but that it was science that drove her to the work and religion which served as ally.

At any rate, science does create the will to serve. The new knowledge of heredity has stimulated a whole tribe of eugenists, however mistaken they may prove to be. The more scientific the art of healing becomes, the more it becomes permeated with a sense of community duty and service. The newer developments of economic science and sociology have impelled us toward conservation of natural and human resources, labor legislation, health and sanitary work, protection of children, control of industry for social ends. Science yields place to no other source of enthusiasm for social amelioration. And science has her heroes. It would be easy to write the litany of scientific martyrs—Priestly, Lyell, Tyndall, Darwin, Huxley, Hacckel, Reed, Reed,

Laveran, Manson, Ross, Lazear, Carroll and a hundred others, who were stoned and sawn asunder, were tempted, destitute, afflicted, tormented, slain, like their brethren of religious faith.

But the glory of science is that to enthusiasm it adds a new quality. Let me illustrate: The impulse to serve, I said, must be present; otherwise there is no motive power. But the impulse alone is not enough. Volunteers by the million would never make an army. An army of raw recruits is actually worse than no army-it is in the way: it has to be transported, it clogs the service; it has to be fed, and takes food from abler mouths; it gets in the way of trained men; its own fears may stampede the regulars into rout and confusion. Only training, exacting, rigorous training, can make over the mob of recruits from a liability into an asset. That training is military science. Likewise, the hundreds of volunteers responding to the call to enlist in the social service army against needless want and misery must be trained lest they remain mere cumberers of the ground. That is what I mean by the application of the scientific spirit to social work. The new quality which science adds to the impulse to serve is ordered intelligence, the discipline of knowledge. "If science does not produce love it is insufficient," wrote Amiel. I believe it not only enlarges the area of man's sympathy-that is, his love-but makes it effective. "Scientific" is not the logical opposite of "loving" or "warm," or "hearty," or "brotherly;" the real antipode of these qualities is mechanical routine.

Perhaps we should pause to run down to its lair the fearful word science, and say exactly what we mean by the scientific spirit. Huxley said, "Science is nothing but trained and organized common sense." Isn't that a good deal? A trained and organized mind in contrast with a mental scrapbag; a disciplined army as against a motley, rambling mob. Science in the most generally accepted sense, like humor, is the detection of relationships; it is the relating of cause to effect. This means two things: first, that the scientific mind is always full of problems; it never takes things for granted; it never contents itself with fatalistically and complacently accepting effects. This means, it is evident, in the second place, that everything is caused by something else. Shakespeare makes Pisanio in Cymbeline say that "fortune brings in some boats that are not steered." Science denies that absolutely and irrevocably, if the lack of steering implies that ships just wander into port, moved by no forces but chance. The spirit of science was nobly expressed by Matthew Arnold in the couplet:

"Yet they, believe me, who await

No gifts from chance have conquered fate."

The main business of science is to rid the world of chance and luck. Our forefathers charged their sickness and poverty and pain to bad luck, hostile ghosts, an angry god or a fickle goddess. Take down your Shakespeare Concordance and see how many hundred times his creations talk of fortune, luck, chance. Listen to the uncomplimentary, even vile names they call her-crooked, blind, skittish, a foe, a strumpet, and worse. Remember that all primitive philosophy, politics and religion are based to no slight degree upon luck and magical devices for controlling it. Even now men persist in the same unflattering concept of Providence by inserting in their contracts exemptions from responsibility in certain business contingencies involving what they are pleased to call "acts of God." Earthquakes and herce tempests at sea are acts of God. Poverty is one of the mysterious ways in which Providence works his wonders to perform. Pestilence is a divine scourge. War, God judging the nations. Now, modern science is vastly too respectful, too devout, too well informed to perpetuate such childish attempts to connect effect and cause. Therefore in ridding the world of chance, it works in two ways—critical and constructive, Huxley has phrased both these aspects in his letters. In one he says, "Among public benefactors, we reckon him who explodes an old error as next in rank to him who discovers new truth." On the constructive side he writes, "To be accurate in observation and clear in description is the first step towards good scientific work." In sum, the work of science is to get at truth j not only at facts, but at the vital relationships between facts.

Science does not claim to have complete knowledge of the truth or to have established perfect order out of chaos in this world. It is less an accomplished fact than an attitude. Professor Sumner suggests this in his definition of science as "knowledge of reality acquired by methods which are established in the confidence of men whose occupation it is to investigate truth." Hence, in connecting science with social work, our aim is not so much immediate results as an attitude of mind; for, as Huxley pointed out, "The scientific spirit is of more value than its products, and irrationally held truths may be more harmful than reasoned errors." This does not mean, of course, that the scientist does not strive to know the greatest possible amount of truth. He is no mere dabbler or dilletante. Scientific truth is a serious business and cannot be achieved as you order goldfish or libraries or art galleries. You may buy a college degree or the Godbless-you's of a poor family, but you cannot buy the scientific attitude. Science, like the wisdom of Solomon, is above rubies and cludes all but the resolute, serious hearts,

Carlyle, in spite of his frequent wrong-headedness, was one of the best friends to social work raised up in the last century; not by the institutions he founded or the technique of family rehabilitation he worked out, but by his unflinching determination to see through the social shams of his time and to purge our systems, and his own, of cant or drivelling. Such an acid test transforms mere vague opinion into dynamic opinion. It makes for the scientific spirit by refusing absolutely to allow any institution or idea or practice to take refuge behind somebody's mere say-so, or to be frightened by the cry that it is old or sacred or in the nature of things and therefore not to be molested by mere man.

The scientific spirit refuses to call a hope or a longing a proved fact, no matter how urgent that longing or that hope may be. I may long to see parole work done with a hundred per cent efficiency; but that does not justify me in publishing that 95 per cent of my paroled men "make good" after leaving the prison gate. Much as I might have wished for a better showing, I was never able as a probation officer to claim more than one-half or two-thirds of my cases as successful. I may abhor the sight of painted women selling their bodies on the streets, but that does not justify me in saying that mere repressive legislation or policemen will wipe out prostitution. Science bases its hopes on facts. It refuses to rest its case on the leadings of mere temperament. Huxley said, "Science seems to me to teach in the highest and strongest manner the great truth which is embodied in the Christian conception of entire surrender to the will of God. Sit down before fact as a little child, be prepared to give up every preconceived notion, follow humbly wherever and to whatever abysses nature leads, or you shall learn nothing. . . . My business is to teach my aspirations to conform themselves to fact, not to try and make facts harmonize with my aspirations."

There are several other concrete marks of the scientific spirit which should be considered. It is broad, tolerant, earnest, imaginative, enthusiastic but poised and self-controlled. It is not impatient of contradiction and criticism given honesty and sincerely. It is fearlies, truthful, teachable. It is able to withstand mob-mind, sentimentality, sensationalism and perty partisanship. It does not deny that a thing exists merely because it is not easily seen; but it refuses to fudge intelligence and the moral nature by claiming to see something before it really is seen. It also declines to think "the difficulties of disproving a thing as good as direct evidence in its favor."

Finally, the scientific spirit means generosity, fellowship and hearty cooperation untainted by jealousy. Witness, for example, the cordial feeling between Darwin and A. R. Wallace. Wallace always spoke of the "Darwinian theory" although, since he was the co-discoverer of natural selection. it might with equal justice have been called the "Darwin-Wallace theory" or the "Wallace theory." Likewise Darwin, with fine generosity, recognizing that Wallace's splendid contributions to natural science brought him little financial return, set in motion a plan for securing a civil list pension for Wallace, who was at the time nearly sixty. Huxley was equally generous and enthusiastic. He lent his heartiest support and was able a few weeks later to hurrah over the success of the plan. A similar bit of generosity occurs in Huxley's undertaking the task of writing a chapter on the work of his old opponent, Sir Richard Owen, for the latter's biography. As a final instance let me cite the generosity of eighteen of Huxley's scientific friends who in 1873 placed £2,100 in the bank and informed him that he was forthwith to take a vacation for his health.

It is this fine spirit of cooperation, according to H. G. Wells, that has made modern science, "The whole difference of modern scientific research from that of the Middle Ages," he says, "the secret of its immense successes, lies in its collective character, in the fact that every fruitful experiment is published, every new discovery of relationship explained. In a sense, scientific research is a triumph over natural instinct, over that mean instinct that makes men secretive, that makes a man keep knowledge to himself, and use it slyly to his own advantage. The training of a scientific man is a training in what an illiterate lout would despise as a weakness, it is a training in blabbing, in blurting things out, in telling just as plainly as possible and as soon as possible what it is he has found. To 'keep shut' and bright-eyed and to score advantages, that is the wisdom of the common stuff of humanity yet. To science it is a crime. The noble practice of that noble profession, medicine, for example, is to condemn as a quack and a rascal every man who uses secret remedies." And the same spirit must animate social workers if they are to make their work truly scientific and really professional.

Most professions, whether law, medicine, preaching or teaching, begin with the assumption that all a man needs is knack, luck, nerve and persistent industry. Their professional aims are at first usually personal success and social spirit they rise out of mere crafts, and change both their aims and their methods. The community spirit and a professional code are both cause and effect of their improved technique. Social work has been going through just these throes of development. Hence it is almost superfluous to ask why social work should take on the character of science. It is hardly a question of may or may not. Rather, should

we say, it is a matter of the categorical must. Is it shocking to declare that one must do good according to scientific rule? The highest praise accorded to Jesus of Nazareth is that he went about doing good. Do I believe he did it "scientifically?" I do, most emphatically. For the good is always relative, and to choose between the good and the best demands an illuminated and disciplined intelligence. A very considerable section of Christendom today believes that Jesus was the most scientific pierson that ever trod this globe. Science made his good work discriminative.

If you demand a concrete and explicit answer to the question, Why should social work be done in the scientific spirit? I should say, for two reasons: It is a dangerous, if not to say extra-hazardous trade, from the standpoint of the worker himself; and it is a delicate and even perilous adventure from the standpoint of those whom social workers would serve.

Anybody who has ever tried to befriend the poor, the sick, the broken in spirit, the down-and-out, knows the tremendous strain on body and nerves. The constant tugging at one's sympathies, the recoil of disgust at the sight of filth, disease and broken character, the lurking possibility of contagion, the discouragement over failure after faithful ministrationall these wear down the fine edge of one's good will. It is easy to get the scolding habit, to develop a spirit of moral peevishness, to assume the rôle of apostle, to exaggerate one's own sense of amiable virtues by constant contrast with the lives of those whom we may suppose to have wasted income and opportunity. The persistent giving of good advice is subtly degenerative to one's moral nature. Good people must beware of misinterpreting the maxim about man's extremity being God's opportunity. Man's extremity never means the doctor's or the preacher's or the social worker's opportunity for bossing and humiliating. On the other hand, if one escapes the Scylla of nagging, it is easy to fall into the Charybdis of complacency; then you have a sentimental Good Fellow, masculine gender: Lady Bountiful, feminine gender. If I were a "case" being "friendly visited" I should prefer the scold. And the danger to sound social policy is greater from the Good Fellow, for he means-enter the patron, exit the real neighbor and good citizen.

The scientific spirit does away with obtrusive personality; it pours a healthy astringent upon one's ego. It broadens our sense of personality until we get the idea firmly fixed that we are merely representing the best thought of the community and are not exploiting our own vanity upon the poor and needy. This is a very subtle temptation and can only be met by rigorous scientific self-immolation. Another hazard grows out of nervous strain and the air of patronage: this is the tendency to measure one's courtesy and good manners by social ranks. Discourtesy is no longer a good business asset. Even railroad ticket agents are being trained to say, Thank you. But in the older relief type of charity a certain kind of waspishness and thinly veiled contempt still survives in places. I have never forgiven a prominent Boston charity worker for snapping her fingers in the face of an applicant for aid in San Francisco during those strenuous rehabilitation days after the disaster of 1906. I do not know whether the man's case was worthy or not; but I do know that no real scientist would so forget the common decencies. I have before me a postcard written to a poor woman by the milk and ice association of an eastern city. It disdains all friendly salutations and reads simply: "If you do not report at regular Mothers Meeting Friday or Saturday, July 23 or 24 at 10 A. M. at Blank Building, your

milk will be stopped." It ends likewise abruptly without even the dry courtesies of a business letter. Does social service mean such forgetting of ordinary manners?

St. Francis of Assisi, patron of relief workers, saw the value of courtesy. "Know, beloved Brother," he once said, "that Courtesy is one of the essential qualities of God, Who maketh His sun to shine and His rain to fall upon the just and upon the unjust, through Courtesy; and Courtesy is also the sister of Charity, which puts ont Hatred and preserves Love alive."

As an antidote to the personal dangers of social work, and as a rough statement of the scientific attitude, I might add a sentence from the veteran head of the New York School of Philanthropy: "What charitable visitors need more than money in their purse is faith in their poor, humility of spirit, jolly comradeship, sheer psychic power to carry conviction for the right and sensible action against every argument springing from discouragement or bitterness or suspicion; from ignorance or stubbornness or weakness; even against such plausible arguments as arise from the very virtnes and sound institutes of the poor."

Charitable relief of all sorts is a difficult and delicate job whether you consider the recipient or the community at large. Medieval charity often bred beggars. Cash donations from either private or public funds may induce chronic naunerism. Personal service may easily cause a poor family to lose its self-respect and to "get limber." Private charities have been known to compete for the care of familiesnot for the sake of the families but to enhance their own prestige. Private charity sometimes pulls against public agencies, and vice versa. During the winter of 1914 certain families in Pittsburgh were aided by several settlements. benevolent individuals, and private charity societies; none of these agencies knew that others were interested; each thought it was in control. Finally, to complete the mess, the policeman of the district went about from house to house "to ascertain the needs" preparatory to a raid on the city treasury. To make confusion worse confounded, the city was suddenly caught in the throes of a "bundle day." One poor woman left a job bringing her in two dollars a day and stood for three bitterly cold days in a line at the bundle warehouse. When she finally got inside, all she could find was a bundle of old clothes worth at most fifty cents. Such charity is not only unscientific, it is criminal. So is the charity that makes each family or case the vested interest of a benevolent individual or society. So is the system of township relief as it used to be administered in New England. where whole towns were pauperized and corrupted. Illustrations might be multiplied ad nauseam.

But how can the scientific spirit in charity lessen its hazards? Chiefly by developing the rigorous determination to see clearly. That means thinking through each problem. The first distinctive test of a scientific worker is his ability to see and formulate a problem clearly. This is diagnosis equally in medicine, in law, in education and in social work. It is hunting out cause and effect in all their ramifications, whether the problem be restoring a family to economic independence or writing social insurance laws on the statute books. It is refusing to be bliffed by what "everybody believes." Remember that "everybody" used to believe in witches, in possession by devils as the cause of insanity and erilepsy; "the best people" until recently believed that drink caused ninety per cent of all poverty and crime, and that unemployment was a matter of downright personal laziness.

Many people still believe that eighteenth century English work-people were debased wholly by the English system of public relief; they forget all the other forces contributing to that degeneration. Many good charity workers also still profess to believe, because Mayor Seth Low and his associates abolished public outdoor relief in Brooklyn in 1888, that public relief is necessarily corrupting. The average person still believes that because United States military pensions have been grotesquely extravagant, all other forms of public insurance or pensions are necessarily vicious. For the most part these opinions are simply swallowed. But no real scientist swallows without examination; he maintains the critical judgment and the open mind.

To see a social problem clearly means also to get away from mere impressions. It is astonishing how many of our decisions are made upon mere chance impressions. Love at first sight is matched by condemning a criminal because of the "look out of his eyes." The man in the street gives a quarter to a beggar if he "likes his looks." The family that can assume an air of broken gentility scores high in favor at the charity office. The crook that looks like a gentleman may get off on probation. The devout and compliant convict used to hoodwink pardon and parole boards. There is in all this an element of beneficent charlatanry, charitable palmistry or phrenology. It is utterly unscientific, just as unscientific as the reason an Industrial Worker of the World gave me recently for his belief that unemployment is increasing. He insised that he knew it by personal experience and by the lengthened bread-lines in an eastern city. It is the same spirit that makes the optimistic poet sing of God in his heaven and well-being on earth when he feels well, or that drives the pessimist with bad digestion to call this the rottenest of all rotten worlds. The "general feel of things" is not a sound guide to either social theory or practice. I grant that it is difficult to get beneath mere impressions; it takes time and persistence. We did not need Goethe to tell us that doing is easy but thinking hard-that is, real thinking, thinking through a problem to some sound conclusion and not mere day dreaming. But such thinking is the price of scientific work which will do more good than harm.

The final question is how and where to get this scientific training. Science is both an attitude and a technique. The attitude, which I analyzed earlier, can be cultivated without teachers, books or colleges. The technique, particularly social technique, may be had from the literature of economics, political science and sociology in their applied aspects. You may go to college or to a school of philanthropy; you may imbibe methods from a trained social worker in your community. But remember that the technique of science is never fixed. Science always moves on. The charitable methods of twenty years ago may be utterly obsolete now. Our methods, even the most scientific, may be the laughing stock of our descendants in the twenty-first century. Social work may become a profession, if by that we mean that in addition to having an ideal of promoting social welfare, social workers become really qualified to do their work as no other profession can. It will become truly scientific only when every social worker sets as his ideal not drawing his meed of praise or money for turning off the day's work with as little friction as possible, but knowing the truth as it is and adding to the sum of truth for the creation of a world more worth living in and working for. To work for the truth that shall make you free-that is the scientific spirit.

# Where Time Is Money

# Some Recent Experience of Increased Product from Shortened Days

## By John A. Fitch

OF THE SURVEY STAFF

HE most important thing in the labor contract is the item concerning wages. It was shown in a recent article in the Survey that under the pressure of war prices there is a growing tendency to pay in accordance with the cost of living—a movement that is sure to mean greater comfort to the workers, not only during the war but after it. Scoon in importance, from the wage-earner's standpoint, but very near the top of the list nevertheless, is the question of hours. Here, too, the war has been influential in bringing about changes that will be of great and lasting benefit to labor.

The idea has widely prevailed for years that the tendency toward shorter hours of labor, and especially toward the eight-hour day, was constant and marked. Yet strange to say, the census figures have not justified such a belief. The 1910 census showed that in 1999 only about 8 per cent of the 6,600,000 wage-earners then engaged in manufacturing, worked forty-eight hours or less in a week. In the five-year period following, there was a slight improvement. In 1914 the number of wage-earners was over 7,000,000 and those who worked forty-eight hours or less in a week represented nearly 12 per cent of the total.

But a change came with the year 1914. Since then there has been a constant and rapid extension of the eight-hour day. Early in 1916 an attempt was made to measure its progress by checking up reports appearing in newspapers and elsewhere. After correspondence with many firms and trade unions, Ruth Pickering was able to estimate in the SURVEY for April 1, 1916, that in the previous ten months 100,000 men had achieved the eight-hour day in the United States. At the end of that year, Dorothy Kirchevy Brown brought the study down to date by using the same methods. Writing in the SURVEY of January 9, 1917, she expressed the belief, based on figures which she presented, that in the year 1916, 400,000 wasee-earners had secured the eight-hour.

Last fall a later and official statement appeared. In the Monthly Review of the United States Bureau of Labor Statistics for September, 1917, an estimate was made of the number of wage-earners securing the eight-hour day in 1915, 1916 and in the first six months of 1917. The information was taken from "leading trade union periodicals, labor papers, tradejournals, daily papers published in various parts of the country, annual and other reports issued by officers of labor organizations, and replies to inquiries made by the bureau." On the basis of the information thus secured, the bureau reported a total of 1,051,703 employes as having secured the eight-hour day during the time covered.

Included in this number were 400.000 railway employes, it seems doubful, however, whether these should be counted. There had been no investigation of railway practice. It was assumed, apparently, that the passage of the Adamson law gave the train crews an eight-hour day. This is not a safe assumption. But if the railroad men are left out there remains a total of 651,703—a greater number securing the eight-hour day in two and a half years than the total number in manufacturing industries who had it in 1909.

Undoubtedly this movement is due in large part to the scarcity of labor and the necessity of conciliating those workers who are available. Another consideration that must have had a great deal of weight, is the new knowledge that has been acquired since the outbreak of the war on the subject of faiture and its relation to output. Probably nothing that has ever been published has had a more profound influence in this respect than the reports of the British Committee on the Health of Munition Workers. That England, in order to achieve her maximum efficiency and be in a position to carry on a war with the utmost vigor, should actually curtail working hours and frown upon overtime and Sunday work, is a fact of far too great significance to go unheeded.

But there has been a considerable amount of experience in this country which also has had its influence. The great increase in production at the plant of the Ford Motor Company, after working hours had been reduced from nine to eight has been frequently pointed out. Other companies have been making experiments. The Cleveland Hardware Company, a concern employing several thousand men, had a regular working-day three years ago of nine hours. For years the company had experienced a busy season in the middle of the winter, during which it was customary to work one hour overtime. Three years ago when the time came for going on the ten-hour schedule, the management, which had been studying the matter, decided to run straight through the busy season on the old nine-hour schedule. Superintendents and foremen were horrified. They expressed the belief that the company would not be able to fill its orders. Nevertheless, the rule was adopted and overtime was abolished. At the end of the year when they checked up results, they found that it had been the year of largest production in the history of the company. The next year when the time for the busy season arrived, instead of trying to meet it with the regular working schedule, the management took an hour off, and the whole force went on the eight-hour day. Again, foremen and superintendents expressed their misgivings and again the workers produced more goods than ever before, exceeding their work of the previous year.

Last winter the Cleveland Hardware Company carried its experiment one step further. There is a large steam hammer in the plant, which proved inadequate for the handling of all the work to be done. It was decided to install another hammer of similar type. While it was being installed the work was piling up and the men proposed that they work in shifts of six hours each, instead of eight. Only two men are employed on the hammer, so it was not an extensive experiment. It is interesting to note, however, that after taking two hours more from their working day, each team of men working six hours so greatly increased their efficiency that they were able to turn out very nearly as great a product in six hours as they had formerly done in eight.

From the men's point of view, the experiment was not entirely satisfactory, for on a piece-work basis their earnings were not quite as great as before. After the new hammer was installed, they went back to the eight-hour schedule. The experiment did show, however, that at least in that kind of work the maximum of human efficiency is to be expected in a working day somewhere between six and eight hours in length.

A similar experience has been that of the Commonwealth Steel Company, in an industry where it had not been supposed that the eight-hour day would lead to an increased output.

At the Cloth Craft Shops of the Joseph and Feiss Company in Cleveland, the standard working day is eight hours, and the weekly hours up to January, 1917, were forty-four. At that time the management proposed to the employes that the shop shut down on Saturday altogether, and that the four hours formerly worked on Saturday be distributed through the other five days of the week. The idea was based on the known fact that the employes-or at any rate the girls, who are in the majority-frequently do housework in addition to their work in the factory and are, consequently, under an added physical strain. Some, even if they have no general housework to do, make their own clothes or do their own laundry work. It was believed under the circumstances that two full days of freedom from the factory would react favorably on individual efficiency in the shop.

The result has more than justified the expectation. It was not long before the workers were accomplishing as much in five days as they formerly did in five and one-half, and doing it within the eight-hour limit, too. Advantage can now be taken of the week-end as never before. Some of the employes go to the country on Friday night and return refreshed and invigorated late Sunday afternoon,

That the movement toward an eight-hour day, and generally toward shorter hours of labor, is gathering headway and will continue on purely economic grounds, is indicated not only by the trend in the past months but by other evidences at hand. There is no industry where long hours of labor have more persistently been maintained than in steel-making. Yet I was told by a steel manufacturer last summer that he is convinced of the effectiveness of the eight-hour day, and that the only reason why he does not now install it is that he does not know where he could get the extra men. He told me that as soon as the war is over and men are easier to get, he will put in three shifts of men throughout the plant in place of the twoshift system now prevailing.

It is altogether likely now that the understanding of the necessity and value of the eight-hour day has become so general. that the movement will go of its own weight. But there are certain forces that will accelerate its movement. The unions stand as a unit for the eight-hour day. They mean to have it by whatever route it may come. In the past, the unions have been opposed to legislation for the shorter work day. Samuel Gompers has strenuously opposed it. The eight hours must come by union activity-by collective bargaining, not by law. Three times has a convention of the American Federation of Labor voted down a resolution favoring legislation as a means of securing eight hours. The radicals and the westerners were for it, the conservatives and the easterners were against. But of late a change seems to have come about. Mr. Gompers worked hard for the passage of the Adamson law, to give the eight-hour day to the train crews. In neither of the last two conventions of the American Federation of Labor was the issue directly raised, but resolutions were adopted without debate that seemed to indicate a shifting from the traditional position

And now, within a month, the New York State Federation of Labor has adopted a resolution favoring legislation not only for an eight-hour day but for a Saturday half-holiday.

With this shifting of the point of view of the unions, the new attitude of the courts on this question becomes of greater importance. For a dozen years, after the adverse decision in the Lochner case involving a ten-hour law for bakers in New York, it had been assumed that a law fixing a limit on the hours of labor of grown men would be unconstitutional. Mississippi was the first to challenge the bugaboo. A ten-hour law was passed there a few years ago. It went to the Supreme Court of the state and the law was sustained in a decision which laid down the principle of the "inalienable right to rest," This was encouraging, but the question remained in doubt, nevertheless, until last year, when the Supreme Court of the United States in the case of Bunting vs. Oregon, definitely affirmed the right of a state to regulate hours of labor for men.

If the unions want to go ahead, then, and get eight-hour laws passed, they will not find the courts standing in the way, It is probable, though, that they will continue to make their gains, for the most part, through economic rather than legislative methods. But no matter which road they choose, the movement will be hastened by a constantly increasing weight of evidence of the wisdom of the eight-hour day. It is this weight of evidence which has not only enlisted on their side the greater part of the enlightened public, but is rapidly bringing into line the employers too.

# Salvation by Salvage

The Conservation of Waste Men and Waste Material in a House of Correction

By H. L. Baldensperger

Lait secretary national committee on prisons and prison lande; now captain in the quartemaster's beserve corps, con-

O set a thief to catch a thief was once considered shrewd economy. To set waste men at work upon waste material, converting it into wealth and making productive assets of themselves, has lately been demonstrated to be far better economy and at least as good penology. Superintendent John L. Whitman, of the Chicago House of Correction, has made this demonstration and is now conducting a plant for the conservation of wealth as well as for the conservation of men.

Throughout this country sheriffs and other local adminis-

trators are today holding valuable man-power dormant in the county jails. As a nation we are seriously handicapped by a shortage of labor, yet we punish ourselves by imprisoning our idlers and then insisting that they remain idle! Thousands of men in our jails and houses of corrections are doing nothing. In many places where they are set to work, their labor is not of a sort to contribute much to society. We have long known that idleness, which is mere training for further crime, is bad for the individual. Today it is much more than that-it is a check upon our national aims. Google Superintendent Whitman has found one way out. His demonstration, no longer an experiment, can easily be applied in other places. It has lessons not only for overcoming idleness, but for supplanting vicious methods of contract labor with other and more promising employment.

In 1914, most of the 2,000 prisoners in the Chicago House of Correction were employed under the private contract system. As usual, this was found to be of benefit chiefly to the contractor; the labor of the prisoner was substantially slave labor, his hours of toil were sold to the highest bidder and the contractor reaped the profit. In that year, a law abolished the contract system. Unfortunately, it put nothing in its place. Superintendent Whitman saw idleness, therefore, staring many of his prisoners in the face. A stone quarry, a brickyard and two laundries still furnished employment for some. The City Council appropriated \$10,000 to meet the emergency and with this Superintendent Whitman established a bakery, a sheet metal works, a printing office, a broom factory and other shops. Not all of these together, however, fully utilized the man-power of his jail or made the return of which he believed the institution capable.

Accordingly, Superintendent Whitman embarked upon a new enterprise. He went to the leads of the city police department, electrical department, fire department and others, and said: "I want you to sell to the House of Correction your waste material—fire engines, wagons, buggies, hose, harness, horses, electric lamps, portable engines, old iron, steel, brass, copper wire rope, waste paper, abandoned fixtures, worn out furniture, etc. I have no money and so I shall have to ask you to wait for your pay until the material can be sold, but I will undertake to give you at least as much as you now realize from the sale of this material."(\*)

This proposal was made in the fall of 1915. During the fourteen months ended December 31, 1916, the House of Correction collected from the city departments waste material that would have brought \$12,000 or \$13,000 if disposed of to the junk dealers of Chicago as it had been heretofore. After converting or improving the material, Superintendent Whitman sold it for \$138,000. This was the result achieved in fourteen months. The experiment was begun without money, tools or machinery of any kind. The city treasury got \$86,000, the labor of prisoners was credited with over \$11,000 and nearly \$41,000 was set aside for the benefit of needy families of the men in prison.

The methods of improving this waste material were ingenious in the extreme. After making his agreement with the city departments Superintendent Whitman bought automobile trucks to use in collecting the material and in bringing it to the House of Correction. A citizen chauffeur commanded each truck as guard, with a crew of prisoners. He and his prisoners would visit the police stations and fire houses and gather up all kinds of discarded matter. The driver would leave his prisoners to work by themselves while he carried a load of material to the prison, and upon his return would invariably find the prisoners working as he left them.

Arrangements were made with the Board of Education to renovate and repair school furniture and apparatus. The board had been maintaining a department of repairs which was expensive and not very efficient. Its committee on economy discovered large quantities of apparatus, school desks, teachers' desks, chairs and other school property that had been broken, nijured or defaced. They even found that the city was pay-

ing rent on rooms in which to store this discarded material. The value of the material ran into hundreds of thousands of dollars.

Experiment proved that the House of Correction could make large quantities of this material usable at a fraction of the cost entailed under the department of repairs. Arrangements were made whereby the Board of Education pays the House of Correction for the labor of the prisoners at the rate of 50 cents per day, also for the services of employes who take charge of the work, for the cost of materials used, and for the transportation of the material to and from the prison. Literally thousands of desks have been repaired, renovated, shellaced, varnished and made almost as good as new. Thousands of bow-backed chairs, broken or discarded, have been repaired, stained and varnished so as to make them better than they ever were. The chairs cost originally about 85 cents each. The cost to the city of renovating them was 13 cents each. There was also a large number of vises discarded by the manual training schools. These have been reconstructed. Library tables, dining tables, teachers' desks, office desks, armchairs, bookcases, instrument cases and many other articles have been rescued from oblivion to begin life anew.

The city owned a little stretch of railroad in an outlying section. There was an expensive derrick, a stretch of defunct railroad track, and some wooden tanks built out of cypress lumber and full of some kind of slops. A wrecker offered \$300 for the lot, Superintendent Whitman told the city comptroller that he could get more than that out of it. He set his men to work, chopped out the ice from the tanks, and scattered it over the adjacent land. He took down the tanks and hauled the lumber on his trucks to the House of Correction, together with the railroad iron and the ties. He took down the derrick and constructed a car from the defunct rolling stock on which it was loaded: and he made a contract with the street railroad company to haul it to the prison, some fifteen miles, in the small hours of the night. The cypress lumber proved to be of such excellent quality that part of it was sold for \$500. The balance of the material brought \$1,300 net, so the city realized \$1,800 instead of \$300.

Many articles, heretofore discarded, have a direct war value when saved. Platinum is one of these. From the thousands of electric lighting bulbs and globes from all parts of the city the short-term men at the prison carefully extracted and saved the tiny bits of platinum, so that in less than nine months over \$9,000 worth of this valuable product was sold. A high grade imbecile in the prison, who perhaps ought never to have been there, was charged with the special duty of preserving the tungsten in each globe. He thus made a return to the institution caula to the income on many Liberty bonds.

Waste paper which has been cast aside so heedlessly, is proving of inestimable value in war times. The heavier grades are remade into cartridge shells. A group of ten prisoners in the House of Correction have sorted and balled waste paper of the value of \$5,000 in one year. Rags, which have heretofore been mixed with garbage and destroyed at the reduction plant, are now saved, dried and baled. They are used in the manufacture of weatherproof paper, used to face the sides of the trenches.

This will give some idea of how the Chicago House of Correction is being conscripted for the national service; how the inmate is engaged in doing his bit as effectively as if he were enrolled in our forces overseas. President Wilson recently called upon America to "correct her unpardonable fault of wastefulness and extravagance." Will those in charge of monitorial and county institutions accept the teaching? Will we ourselves see that our administrators put the county jails on a war basis? 17 "were lies with us. See 1907 GOOGLE.

The author has visited the Chicago House of Corposino, ann seen in present industries. Nevertheless, the above constitution and other loss, her used are taken from the report made on this work by flastings II. Blatter of the Resuel Saze Foodback Hollands of the Resuel Saze Foodback Hollands of the Resuel Saze Foodback December 10, 12 to 12 to 12 to 12 to 12 to 13 to 13



# LABOR POLITICS AND ARMY UNIFORMS

FOLLOWING the announcement trol of Labor Standards for Army Uniforms had been abolished, it became known that the work of the board is to be continued, under the direction of its former chairman, Louis E. Kirstein, of Boston. The board was created last August, after it had come to the attention of the War Department that certain firms to whom contracts for the manufacture of uniforms had been awarded were letting out a part of the work to be done amid unsanitary conditions and by child labor [see the SURVEY for Sept. 15, 1917, p. 519]. Mr. Kirstein, of William Filene's Sons Company, Boston, was chairman; Mrs. Florence Kelley, of the National Consumers' League, and Captain W. E. Kruesi, of the Quartermaster Corps.

The board was charged with the responsibility of fixing labor standards and of inspecting the shops of manufacturers seeking contracts to determine whether their conditions were satisfactory. Since October, 1917, there has been a standard form of contract, noninally required by the War Department, which binds the contractor to maintain at least a minimum standard of wages fixed by the board, and in all labor disputes to accept the board's decision as final.

Two things of great importance have been accomplished by the board. The manufacture of uniforms has been taken completely out of the tenements and restored to shops where sanitary standards can be enforced; and the fire hazard has been met by requiring employers to install modern fire-prevention appliances.

It was stated last week at the War Department that the work which required a board of three—the working out of a method and the determination of standards—has now been accompished, and the work that remains to be done is of an administrative character. For these reasons, it was stated, the board was abolished. Its powers revert to the quartermaster-general, who has designated Mr. Kirstein to exercise them. Mrs. Kelley will now be free to devote her full time to the Consumers' League. Captain Kruesi has been assigned to duty in Omaha.

From the beginning the work of the board was difficult, because of the existence of two rival unions in the men's clothing industry, the United Garment Workers, affiliated with the American Federation of Labor, and the Amalgamated Clothing Workers, a group which seceded a few years ago from the United Garment Workers, which it has now surpassed in membership. Whenever a contract was let to a firm employing members of one union the other was apt to charge discrimination. Since most of the larger firms making men's clothing employ members of the Amalgamated Clothing Workers, the greater number of protests have come from the members of the other union.

The conflict between these two unions has held the center of the stage at more than one convention of the American Federation of Labor, and the struggle between them seems to grow more acute with the passage of time. Secession is a deadly crime from the standpoint of the federation officials, and the fact that members of the Amalgamated Clothing Workers have been allowed to make army uniforms has been a very sore point with them, From Samuel Gompers down they have been keenly anxious for the abolition of the board that, as they believed, made this possible. It is stated, however, by the War Department officials, that no change in this respect is likely to occur.

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#### THE PRESIDENT'S COMMIS-SION ON MOONEY

N a report on the Mooney case in San Francisco, issued last week, the President's Mediation Commission, composed of representatives of employers and employes, unanimously recommend that Tom Mooney be given a new trial. The hope is expressed that such action may be taken by the Supreme Court of California, before whom an appeal is now pending. In case it fails to take such action, the commission "respectfully recommends . . . that the President use his good offices to invoke action by the governor of California and the cooperation of its prosecuting officers to the end that a new trial may be had for Mooney whereby guilt or innocence may be put to the test of unquestionable jus-

The report states that the "most damaging testimony" against Mooney was that of Oxman, but subsequent events made Oxman unavailable as a witness. This has an important bearing on the case. "When Oxman was discredited the verdict against Mooney was discredited."

The report intimates that at least so far as form is concerned, the trials of Billings and Mooney were fairly conducted, and it states that "there is no question but that the jury acted in good faith upon the evidence as it was submitted." But because of subsequent developments, including the acquittals of Mrs. Mooney and Weinberg, "doubt is based upon the justice of the convictions," and altogether the situation "leaves the mind in the greatest uncertainty as to the complicity of the accused."

Four defendants have been tried. Two have been convicted and two acquitted. Yet the evidence submitted in the four trials was aimed at "the establishment of a single issue, their joint participation in the crime." In each case, taken by itself, the verdiet would seem to have been justified, but "the evidence of the four cases in their entirety must shake confidence in the justice of the convictions. This is due to the dubious character of the witnesses, the subsequent

revelations concerning them, and the conflict in the testimony of the same witnesses as the need for change in the testimony developed to fit new theories of the prosecution or new evidence by the defense.

"We find in the atmosphere surrounding the prosecution and trial of the case ground for disquietude. This feeling is reenforced by one factor of controlling importance. The most damaging testimony produced against Mooney came from a witness named Oxman. It was Oxman who testified with convincing detail to the presence of Mooney and Billings at a place and at a time where it was essential for them to have been if proof of their participation in the crime was to be established. After Mooney's conviction there came to light letters confessedly written by Oxman prior to his having been called to testify. The plain import of these letters is an attempt by Oxman to suborn perjury in corrobation of the vital testimony which he was to give and which in fact he did give against Mooney. It is true that Oxman was tried for attempted subornation of perjury and acquitted, but this is beside the present consideration. The fact is that he did write letters which tend completely to discredit any testimony he might give and no testimony from Oxman in the light of these letters would receive credence necessary to lead to conviction. In fact, after the exposure of Oxman, the district attorney did not call him, though available, as a witness in the trial of Mrs, Mooney, When Oxman was discredited the verdict against Mooney was discredited."

The findings of the President's commission in this case constitute a sharp challenge to the position taken a few weeks ago by Theodore Roosevelt in connection with the attempt to recall District Attorney Fickert, Colonel Roosevelt wrote to Fickert that the issue between him and his opponents was the issue between "patriotism and anarchy," and he assumed the guilt of the five defendants despite the fact that one of them. has not yet been tried and two have been acquitted. He intimated that those who believe in defending them are anarchists. Fickert was retained in office by a majority of 20,000 on the proposed recall. On the question of the protest against the convictions the report says:

"It is now well known that the attention to the situation in the East was first aroused through meetings of protest against the Mooney conviction in Russia. From Russia and the western states protest spread to the entire country until it has gathered momentum from many sources, sources whose opposition to violence is unquestioned, whose devotion to our cause in the war is unstinted. The liberal sentiment of Russia was aroused, the liberal sentiment of the United States was aroused, because the circumstances of Mooney's prosecution, in the light of his history, led to the belief that the terrible and sacred instrument of criminal justice was consciously or unconsciously made use of against labor by its enemies in an industrial conflict."

# INSURANCE FOR SOLDIERS EXPIRING

WHEN Mrs. Bettie Ingram, of Pratt City, Ala., received two checks from the United States government the other day, she probably did not know that this was the first payment to be made to the dependent of a man killed in action, under the military and naval insurance act approved October 16, last, Osmond Kelly Ingram, gunner's mate on the U. S. S. Cashin, was killed when a German submarine attacked his ship October 15: he was thus the first American sailor to die during an actual engagement in the present war. Mrs. Ingram, his mother, was a widow, dependent upon her son for support. One of the two checks sent her was for \$40. covering compensation for the two months up to December 15, the other for \$50, representing automatic insurance for the same two months.

Mrs. Ingram is entitled to \$20 compensation a month as long as the lives, unless she remarries. Although her son did not apply for government instrance, he died within the 120 days during which he was privileged to apply, and so she is entitled to automatic insurance at the rate of \$25 a month for 240 months. She will therefor receive a total of \$45 a month from the United States government.

The fact that the son did not apply for government insurance is part of a larger story. His right to apply would have expired February 12. Today a million men in the military service of the United States, whose right will similarly expire on that date, have not yet applied; if they fail to do so within the given time, their opportunity to become insured will be lost. The government is bending every effort to induce them to make application. It is raising the slogan, "One hundred per cent of America's fighting forces insured," and is urging camp commanders to press the advantages of insurance upon their men. It has no authority to compel a soldier or sailor to apply.

Up to January 29, applications for \$5.071.458.000 of insurance had been received. This represents over 603,976 soldiers and saltors insured against death and total disability. From 5,000 to 15,000 applications are received daily, and the average amount applied for is about \$8,400, the minimum permitted by the act being \$1,000 and the maximum \$10,000. These totals, great as they are, are regarded as only a be-

ginning; yet they have already made the government, almost overnight, the largest insurance company in the world.

Social workers, settlement workers, and all who come into contact with enlisted men or their families, are urged to press upon them the necessity of prompt application if insurance is to be secured. This application must be made within 120 days after enlistment except in the case of those who were in the service October 15; they must apply before February 12.

The automatic insurance provided by the government until that date affords only partial and limited protection. A person who has not applied before then and who is killed or totally disabled on February 13, or therafter, will not be protected by government insurance, nor will his dependents. Moreover, the automatic insurance represents only slightly more than \$4,000 and is payable only to a wife, child, or widowed mother, whereas the insurance that is bought can be as high as \$10,000, and is payable to a wife, husband, child, grandchild, parent, brother or sister. Relatives, it is pointed out, may wisely offer to help pay the premiums, since they may become the beneficiaries. The premiums may, if desired, be deducted from the man's pay, and the schedule of rates is such that the poorest paid man in the service, getting only \$30 a month, can secure the maximum amount, if he is under thirty years of age, for not more than \$6.50 a month. Answers to questions that are likely to be asked about this insurance are given in a namphlet. Uncle Sam's Insurance for Soldiers and Sailors, issued by the Treasury Depart-

Two units at Camp Jackson, S. C., are the latest additions to the honor roll of units in which every man has taken out the maximum insurance. One of these, with 115 men, has an insurance total of \$1,150,000 and another with fifty-two men has \$520,000. Camp Lewis, American Lake, Wash, is the first camp to report more than \$200,000.000 of insurance; there 22,058 policies have been applied for, with an average amount of \$92,67.

# NEW PRESSURE FOR WAR PROHIBITION

A T a meeting of the Auti-Saloon January 25, the executive officers decided to press at once for immediate prohibition of all alcoholic beverages as a war measure. It was pointed out that the President has been given discretionary powers to commandeer all the whise you on it stock and bond and to stop the manufacture of all beer and wine. Letters were, therefore, dispatched to every state superintendent of the league to set in motion a call from the dry con-

stituencies of the country asking the President to use the powers given to him.

Mark R. Shaw, of the Intercollegiate Prohibition Association, has declared that the census (vol. VIII, p. 373, for 1910) reveals the fact that the brewers use three and one-half times as much coal as the bakers, nearly six times as much as printers and publishers, nine times as much as manufacturers of boots and shoes, and twenty times as much as manufacturers of men's clothing; vet for want of coal all these are forced to stop the manufacture of necessities. The statement runs that in Massachusetts alone the brewers use over 90.000 tons of coal a year; besides this, many million bushels of grain are put into beer yearly. 160,000 freight cars are used for trans-portation, while 54,000 brewery workers (the bulk of them engineers, carpenters and other skilled men) and 100,000 bar-tenders are engaged in the

Congress and the states now face three prohibition campaigns—the amendment to the federal constitution, now on its way through the legislatures; the demand for war prohibition, to take immediate effect through action of President Wilson, or, failing that, through congressional action; and the demand that our growing army in France be made dry—denied not only distilled liquor, as it is now, but wine and ber as well, just as it is in this country.

## A PEASANT DEMOCRACY AND ITS FUTURE

THE Serbian mission to the United States has for its main purpose that of assuring the government and people of this country of the keen appreciation of the Serbian people for the new comradeship in arms of the two nations against the common foe of democracy. Why Serbia has a special right to consider herself a champion of democracy was explained to a representative of the Survey by Prof. Sima Losanitch, a member of the mission.

Ever since the overthrow of the Turkish domination, a hundred years ago, he said, the constitution, government and social institutions of the people have been among the most democratic in Europe. From 85 to 90 per cent of the people are peasants, and nearly all of them own the land they till. There has not been time for a disturbance of this happy condition either by an excessive concentration of wealth.

The king himself and many members of the government, though they are highly cultured men, have their origin in the peasant class, and farming interests have in the past controlled legislation. In such a homogeneous population, patriotism and social cohesion are



# LA JOURNÉE SERBE

FROM A FRENCH POSTER IN AID OF SERBIAN REFUGEES

naturally strong. Evidence of this is to be found in the close cooperative union of the farmers, embracing about onefifth of the whole population as active members.

Dr. Losanitch, it was subsequently learned, was for many years the head and inspiring leader of this cooperative movement. He had succeeded, before the outbreak of the war, in centering in one national agency in Belgrade all the buying and selling for the local associations, thus enabling them to buy at wholesale prices, especially implements and seeds, to build large granaries, and to conduct both interior and export sales from central warehouses on a large scale.

As in Denmark, Italy and Belgium, conomic cooperation has become the basis for a considerable educational movement. Not only facilities for instruction in dairy work, in viticulture and in other agricultural industries, were provided out of trading profits, but also

a library service, a temperance propaganda, the teaching of handicrafts and other efforts to aid general cultural advancement. These efforts have shown a remarkable influence on social ethics.

Of the economic values destroyed in the war, the human losses are the most appalling. Dr. Losanitch estimates that a quarter of the population has been killed. In 1912 the country had an army of 600,000; the present army is hardly 100,000, including the prisoners of war in Austria and Germany. During the three retreats from Serbia and the later retreat from Albania between 250,000 and 260,000 persons died.

Of 30,000 boys whom the Serbian government ordered to proceed in liftle groups to Albania and Montenegro, only 6,000 arrived. The reason for this order was that the boyhood of the nation had to be saved at all cost, since the enemy was credited with the fixed intention of exterminating the race altogether. But nature also was cruel and

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denied food and warmth to the flower of the Serbian people. The majority of the boy survivors are now in France. where, together with the disabled soldiers, they are instructed in modern farming methods, in engineering, in building, in the planning of public works. They are preparing themselves

for the reconstruction of their country. Next in seriousness are the losses in live stock. So far as it is possible to estimate them, it appears that the enemy has carried away 75 per cent of the cattle and some 65 per cent of sheep and pigs. Moreover, Bulgaria and Austria between them have taken away about one-half of all the agricultural implements in the country. Some of these have simply been appropriated by individual soldiers, but the greater part has been officially requisitioned and either distributed among the farmers of neighboring provinces or sold for the benefit of the state treasury.

Though Serbia was not industrially fully developed, yet the utter loss and destruction of her textile and metal industries-the latter due to the country's wealth of copper, lead and other minerals-is a serious blow to her. machinery that could not be taken away is either used on the spot for the benefit of the enemy's armies, to be destroyed before the enemy will retreat, or has already been rendered into junk. Nearly all the rolling stock has been taken away; and, to judge from such experience as has been gained during the war. the enemy will not withdraw from the country until every bridge has been sprung,

The extent to which other properties have been destroyed is not yet known. In Belgrade, even before enemy occupation, about a thousand houses were demolished by shell-fire. In Shabatz only half the houses remain. Looting has been general and encouraged by the enemy governments.

The civil population of Serbia is now scattered practically over the whole of southern and western Europe, These refugees are distributed over Italy, France and Greece, Some are in Al-giers and Tunis, and 6,000 are in Corsica. There is hardly a family in the whole country that is not mourning its losses-but, says Dr. Losanitch, neither is there a family which is not determined to help in building up a better Serbia in the future.

While the task of reconstruction will be a stupendous one, it resolves itself into a number of distinct objects, all of which are attainable. As a whole, it is, of course, entirely outside the limits of organized private philanthropy, even if American generosity were to maintain after the war the record scale which it has attained.

The first need, of course, will be for such assistance as will enable the Serbian government to repatriate its people and to provide them with the immediate necessaries of life. Since neither food nor clothing of any description will be left in the country when the war comes to an end-flour in Belgrade now sells at \$1.40 per kilo-not to speak of drugs. practically everything will have to be imported, and a minimum of sanitary house accommodation will have to be provided prior to the return of the women, children, old people and disabled

The recommencement of agriculture with such aid as modern implements, machinery, vehicles and railroad equipment can give, will be the next step. In this connection Serbia is practically dependent on the good will of the allied governments, since only a large loanto be spent for the most part in the United States-can measure up to the need. Serbian agriculture has not, in the past, come up to modern efficiency standards, and Dr. Losanitch is convinced that with modern equipment and an energetic educational movement an amazing increase in productivity will take place.

As for industry, and more especially mining, not nearly so much capital is required on loan for a helpful beginning. In the past, private investment has not been attracted to Serbia because of the unsettled political condition of the country; all the world knew of the designs of Austria and Bulgaria upon the country's independence. With a guaranteed peace, the natural wealth of Serbia as well as the industry of her people will make such investment both safe and lucrative

There is in Serbia a real opportunity. says Dr. Losanitch, for a most fruitful cooperation of the American government, the American manufacturer and the American philanthropist in reconstructing a bulwark of democracy in the heart of the Balkans.

#### SAVING HEALTH AS WELL AS MONEY

RECENTLY published report of Surgeon-General Blue of the Public Health Service contains several striking instances of progress in disease control. One of these is in malarial demonstration work conducted through the southwest by the service alone or in cooperation with the International Health Board.

At eleven or more places the results in the prevention of malaria have been remarkably successful both from the physical and the economic angle. For instance, investigation in one group of plantations in Arkansas revealed an annual financial loss through cost of physician, service, drugs, loss of time through sickness and through the necessity of caring for the sick, of \$11.21 per family, In a group controlled by preventive measures, under the direction of the Public Health Service, the loss at the same time is twenty-five cents per family. A reprint of this report on malarial control is available in pamphlet form from the service.

Another experiment which recalls the heroic risks of yellow fever days [in the SURVEY for September 11, 1915] is that in which sixteen volunteers in the Public Health Service, including one woman, submitted to inoculation with blood and various discharges from cases of pellagra. Observation of these volunteers continued throughout the year. Not one developed the disease or any indication of it

#### RESULTS OF STATE AID TO PROBATION

QUESTION of vital interest to A QUESTION of vital interest to all concerned in making the courts more effective instruments of social betterment is, What should the state do to supervise, extend and im-prove probation work? The courts that handle child delinquency, non-support, drunkenness and the great mass of offenses are maintained locally. state government as yet concerns itself in no way with their administration in most states. Yet it is these courts that fill up state institutions and it is in them that the great opportunity is found to discover the causes of crime and to check it in its incipiency.

There is an awakened interest at present in several states in securing a state commission, department or bureau to supervise and develop probation, Following a description of the work of the New York State Probation Commission by its secretary, Charles L. Chute, before the State Association of Probation Officers and the State Conference of Charities and Correction of Illinois in the fall, a joint committee of the two conferences was appointed to urge the establishment of a bureau of probation in connection with the Illinois State Department of Public Welfare, In New Jersey, Pennsylvania, California and other states the subject is under discus-

The two states that have established independent state probation commissions. Massachusetts and New York, report remarkable development. This has occurred both in the extent and quality of probation work in all courts. New York, the first state to establish such a department, did so as the result of recommendations by a special legislative commission in 1905; the permanent probation commission was established in 1907. In its ten years of service the use of probation in the courts of the state has increased over 700 per cent, and the number of salaried probation officers has increased from 35 to 201. During the same period the population of all



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correctional institutions in the state has steadily decreased as compared with the increase in general population. Especially during the past two years, although the number placed on probation has continued to increase, has the population of penal institutions gone down. The more extensive use of probation is cited by the commission as one of the leading causes for this decrease in commitments. In Massachusetts, probation is more extensively used than anywhere else.

More persons are now dealt with through the probation system annually

than are committed to all state correctional institutions, and there is a salaried probation officer in every court.

Probation commissions have endeavored also to set high standards. They have been largely educational and co-operative. They have published and distributed literature widely and conducted numerous conferences of probation officers and judges. They have also secured improved legislation and held themselves ready to meet attacks upon the system.

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In the development of efficient methods for dealing with the dependent and delinquent classes, not only state commissions, but a probation bureau in connection with one of the federal departments has been proposed. This, it is argued, could perform extremely valuable services in developing and coordinating the system throughout the nation.

#### HOW THE NEGRO IS FORGING AHEAD

ITTLE AFRICA," the Negro district of Harlem, New York city, is shortly to have a million-dollar recreation and social center for colored people. Thirteen lots have been purchased on a site adjoining the Young Women's Colored Christian Association, and a seven-story building containing gymnasium, swimming pool, auditorium, public and private diningrooms, concert room, employment agency, sleeping apartments, a banking office and other features has been The concert room will be planned. equipped with an organ at a cost of \$20,000. The property, when completed, will be taken over and operated by the Van-Astor Company, all of whose stockholders are Negroes,

At the same time, news comes from the National Association for the Advancement of Colored People that a great forward movement is planned and has, in part, been inaugurated for the year 1918. John R. Shillady, previous-ly director of outside activities during V. Everit Macy's superintendency of the poor of Westchester county, N. Y., is taking over the secretaryship of the organization, which so far has been without a paid general director of its activi-

At the recent national conference of (Continued to page 504)

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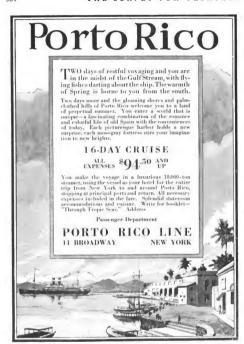
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(Continued from page 502)

the association in New York, Moorfield Storey, of Boston, the president, drew attention to the greatly increased economic importance of the Negro in the commonwealth, which is one of the main justifications for the organization's program: Physically Free from Peonage. Mentally Free from Ignorance, Politically Free from Disfranchisement, and Socially Free from Insult.

"Today Negroes own land," he said, "equal in area to New Hampshire, Vermont. Massachusetts and Rhode Island combined, some twenty million acres in all, They have other property worth not less than a billion of dollars. They have 400 newspapers and periodicals; they have banks, insurance companies, factories, stores. There is no business or profession in which they are not represented. They have colleges and schools of national reputation."

He held that the action taken by Secretary of War Baker in standing against segregation of the colored soldier, but organizing him in separate regiments, so that such honor as he may earn for himself may not be claimed for white comrades, was the wisest that could have been taken, and that it would be impossible in the future to continue depriving a whole race of the ballot when it had helped to make the world free for democracy by facing the bullet.

The association now has ninety-six branches and a membership of close on ten thousand. Crisis, its organ, has a net paid circulation of about 50,000. A "great spring drive" is being planned for a membership of 50,000.

#### TRAINING FOR SOCIAL WORK IN SPAIN

S OCIAL WORK is a prominent subject of instruction at the International Institute for Girls in Spain, whose beautiful buildings occupy the greater part of a block in the residential part of Madrid. "Thanks to such influences as the SURVEY," writes Susan D. Huntington, of Norwich, Conn., who for some years has been directing its fortunes, "we have included in the course some social work. Certain of our faculty are volunteering for regular classes at the Universidad Popular, a form of university extension, and for classes for illiterate workingmen, in giving Christmas parties for poor children and their mothers, visits to factories and tenement houses, and other activities. The object is to acquaint the students with conditions in their own country as well as to do some small work in alleviating distress and diminishing illiteracy. So far as I know, no other school in Spain has undertaken this sort of work."

This unique college, founded by Alice Gordon Gulick with the aim of offering

to Spanish girls the opportunities for higher education which American girls enjoy, was incorporated under the laws of the state of Massachusetts in 1892. Its graduates who have won their bachelor's degree from the Spanish government are numbered by scores, and a few are now pursuing graduate studies for the degree of doctor of philosophy. Its faculty is made up of American, Spanish and French teachers, Protestants, Roman Catholics and Free Thinkers. The students come from all parts of Spain, South America, France, England and the United States, the large majority always being Spanish girls.

Among the supporters of the institute are Sr. Posada, perhaps the most active man now in the famous Institute of Social Reform; José Castillejo, the educational reformer, who is improving these war years to invest available funds in far-reaching schemes to bring Spanish secondary schools and universities abreast of those in other countries, and lately appointed by King Alfonso to come to America to establish closer relations between our colleges and those of Spain, to visit our schools, to examine American methods of teaching, to put himself in touch with the leaders of thought here and to arrange for an interchange of students and professors between the two countries; the historian Altamira and the painter Sorolla. The daughters of many prominent men are among its students.

#### FRIENDLY VISITORS AMONG INDIAN FAMILIES

ITTLE public attention has been given to a human agency of the federal government which in recent years has attained considerable importance. The Indian appropriation act of last year contained an item of \$75,000, for additional field matrons. workers, according to the annual report of the Board of Indian Commissioners just published, provide a service of immeasurable value for the improvement of Indian home conditions; their service "has never been properly appreciated."

The formation of a separate "welfare section" in the Indian Office is advocated by the commissioners for the purpose of coordinating and rendering more independent two branches of its social service which at present are unduly restricted by the lack of full comprehension for their utility and opportunities on the part of many of the higher officials.

The field matrons are not given sufficient authority, and they are without transportation facilities such as would give the maximum scope to their work. They are in daily, intimate contact with Indian families, but their activity is not organized, say the commissioners, on the most effective lines. "If the field ma-(Continued to page 507)

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112 EAST 19 STREET

(Continued from page 505)

trons were provided with automobiles. not only the number of their daily visits would be largely increased, but they would be equipped to bring emergency cases to the agency hospital quickly and comfortably.

The other branch of social service which would become subject to such a new division would have to be created ab initio. A follow-up system of symnathetic care for the boys and girls returning from the Indian schools to their reservations is necessary to ensure that the effort and expenditure which goes into the operation of these institutions is not wasted. Too many returned students, we are told, fail to put into practice what they have learned.

"The government takes the young Indian from his reservation, places him in a school, feeds, clothes, amuses and edu-cates him; then sends him back to the reservation and, apparently, forgets him. The ex-student finds little or nothing at his home which measures up anywhere near the standard of living he had become accustomed to at the Indian school. Instead of encouragement he meets discouragement: instead of cooperation he meets antagonism."

This antagonism, in the opinion of the superintendents of reservations and of large non-reservation schools, is largely due to the prejudices and conservatism of the old and uneducated Indians who are extremely sensitive to ridicule and who, owing to the almost hallowed filial respect in which they are held, exert a determining influence over the conditions of life in the reservations. Almost nothing is being done to preserve among the young people those standards of industry and home life which the schools are at so much pains to impart.

#### ALL THE ELEMENTS FOR A MODEL TOWN

S OME day, perhaps, a German so-ciologist will bring out a work in five volumes on Racial Inheritance as Reflected in the Psychology of Domestic Economy. In the meantime, Udetta D. Brown, in a study of housing conditions in Amsterdam, N. Y., records curious national variations in the ideas of cleanliness.

"The Italian usually has bed and bedding immaculately clean, though she may sweep her dirt into the common hall or throw the garbage out of the window. The Syrian habit of sweeping the dirt under the oilcloth has been remarked by many." In Polish homes, "thrift is carried too far," and that means the occupancy of small, unfavorable rooms, sometimes in basements, cluttered, in one case, "not only with the family clothing and cooking utensils, but with a large cage of pigeons.

The Polish woman, Miss Brown believes, "must have a genius for minding her own business-it is a mystery how these families (often several sharing an apartment) live so closely without continually quarreling."

Though she makes the usual claims for the good effects of house-ownership on wage-earners without mentioning any of its drawbacks. Miss Brown admits that "there was little or no evidence of willful abuse of the dwellings by the tenants such as is sometimes found. . . In general one is impressed by the fact that both owner and tenant are more interested in the living conditions than is the city."

There are many other observations in this report on The Houses of Amsterdam (published by the Amsterdam Committee on Tuberculosis of the New York State Charities Aid Association) which show the importance of understanding the social and psychological, as well as the physical, aspects of bad housing before a satisfactory plan of reform measures can be worked out. Though Amsterdam, on the whole, seems to be no worse than other towns of the same size (population 31,000), it has some pretty black spots; and, as the investigator says, "a city is no cleaner than its dirtiest spot."

While many manufacturers yet live near their factories and thus the residential class division of the city is not so far advanced as elsewhere, the housing problems of Amsterdam are curiously similar to those of much larger cities. There are areas of congested buildings. and the worst factor in the existing housing situation is the dark room. usually created by obstructive buildings.

The close connection between tuberculosis and bad housing, though emphasized in the text, is not clearly proven by such figures as Miss Brown has been able to collect. It is true that 89 of 119 patients were found to occupy the same room with others and 88 even the same bed; but these are evidences of poverty rather than of defects in the dwellings which any housing code could

Houses built so closely that many of them depend for daylight on neighboring lots, streets built of a uniform width without regard to the traffic needs of different types of development-thus in the case of small dwellings unnecessarily increasing costs-many dead ends. lack of protection for residential areas against encroachment of industrial plants, absence of parks in spite of admirable natural opportunities-all these show that the adoption of a well-considered city plan is the most immediate need for improving present conditions and avoiding a further city growth on undesirable lines.

There is no need for congestion in a community of this kind, and Miss Brown urges a more adequate trolley service to facilitate the expansion of the

city, a planning of building areas "with minor residential streets on which lots of suitable frontage, thirty to fifty feet, would be laid out," and the creation of loan institutions which would favor the erection of small houses. Encouragement of gardening would give further impetus to such a development. To judge from her description of the streets. the soil should prove particularly suitable for a splendid growth of war gardens: "Surely, there never was worse mud than that of Amsterdam, it is black, it is oily, it sticks to the shoes and it is deep."

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#### KEY

If you know the name of the agency or organization, turn direct to the listings (3d column) for address, corre-sponding officer, etc. [They are ar-ranged alphabetically.]

If you seek an unknown source of information, turn to the subject index, following. The initialings correspond to capital letters in names of agencies.

If you want to know the agencies at work in any great field of social concern, turn also to this index. (They are grouped under major subject clas-sifications, as "HEALTH," printed in capitals 1

Correspondence is invited by the agencies listed; questions answered (enclose postage for reply) and pamphlets supplied free or at nominal pamphlets supplied free or at nominal charges. Membership is not required of those seeking information, but of-fers an opportunity for you to share spiritedly and seriously in your com-munity or profession in an organized movement which is grappling with some country-wide need or cause.

If you are uncertain where to turn, address the SURVEY, and we shall en-deavor to get your inquiry into the right hands.

#### WARTIME SERVICE

I TOW the Survey can serve"
I was the subject of an informal conference held early in April, in our library, to which we asked the executives of perhaps twently national social service organisations. The consocial service organizations. I ne con-ference was a unit in feeling that as a link between organized efforts, as a means for letting people throughout the country know promptly of needs and national programs—hovo, when and where they can count locally-the SURVEY was at the threshold of an opportunity for service such as has seldom come to an educational enterprise.

The development of this directory is The development of this directory is one of several steps in carrying out this commission. The executives of these organizations will answer questions or offer consist to individuals and local organizations in adjusting their work to emergent wartime demands.

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Natl. Child Labor Com.
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Com. on Ch. and Soc. Ser., Focca. CIVICS
Am. Proportional Representation Lg.
Bureau of Municipal Research.
Short Ballot Org.
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Cooperation, C.A. Coordination Social Agencies, Ass. Correction, Nesw. Cost of Living, C.A.

COUNTRY LIFE Com. on Ch. and Country Life, Pocca, Age. County Ywea. Credit Unions, Mass. Credit Union Assn. Crime, Sa. Disfraochisement, NAACP.

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Schools, ANEA, Ht., Tt. Short Ballo', Sao, SOCIAL SERVICE

Amer, Inst. of Soc. Service. Com. on Ch. and Soc. Service, Focca.

SOCIAL WORK Natl, Conference of Social Work, Natl, Social Workers' Exchange.

Statistics, Rsp. SURVEYS URVEYS
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# SURVEY





Swords and Plowshares
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February 9, 1918



#### **JOTTINGS**

WITH eight days to go, in which soldiers and sailors who were in service October 15 can still apply for government insurance [see the Stavet for February 2, page 498], the totals on February 4 were: Total number of applications, 691,757; total amount of insurance applied for, \$5,774,000,000; averity for the service of the service service and the service service and the service se

THE provincial government of the Prussian province of Saxony has opened an official matrimonial bureau to facilitate the remarriage of soldiers' widows.

WILLIAM H. MAXWELL, superintendent shools in New York city since 1898, who has been seriously ill for nearly two years, has retired from all active part in school affairs and has been made superintendent emeritus. His salary of \$10,000 will be continued.

RENT BENEFIT, according to the Central Blatt, is the latest proposed addition to German social insurance. The Central (Roman Catholic) Party has introduced a bill in the Prussian diet which would link up with the Prussian diet which would link up with the invalidity insurance funds of the state provision for rent subridice payable to insured members with large families.

TWENTY-TWO hostess bouses are now open at different camps or cantonments in cooperation with the Y. W. C. A., and similar houses have been authorized for fourner other camps. This house is the headquarters for women visitors at camp and of may social occasions for the soldiers themselves [see the Suxer for October 6, 1917].

ROBERT E. TRACY has been made director of the newly organized Bureau of Governmental Research of Indianapolis. For three years Mr. Tracy has acted as the legal specialist of the Philadelphia Bureau of Municipal Research, and as secretary to the board of trustees and as general assistant to the director and assistant director. For over a vear he has been the editor of the Judicial Policy of the Property of the Property of Review.

HENRY H. DE LOSS, president of the Bridgeport Housing Commission, has been appointed an associate director of the Public Service Reserve of the United States Employment Service of the Department of Labor. The housing problem is the first war labor problem taken up also by the new Advisory Council of the Department of Labor.

LUIS MORQUIO, of Montevideo, president of the second Pan-American Child Welfare Congress, has announced in a cahlegram to the United States committee that the time for holding the congress has heen changed from March to December, 1918. Details of the postponement will be published as soon as letter from Dz. Morquio, now on the way

JOHN J. MURPHY, who ended eight years' service as commissioner of the Tenement

House Department of New York city with the outgoing of the Fasion administration December 31, has accepted the secretaryship of the Tenement House Committee of the New York Charity Organization Society. Lawson Purdy, the new general secretary of the society, is chairman of this committee.

GOVERNOR McCALL, of Massachusetts, will commission at least one hundred nurses to be attached to the War Emergency Hospital at Commonwealth Armory. The ames, to be called to service only in grave selected with the assistance of the Women's Committee on National Defense, and commissioned as "urusea and second lieutenants." Thus no more may orderlies disregard a hunt merely knows what ought to be done.

MAUDE E. MINER, chairman of the Committee on the Protection of Girls of the War Department and for many years secretary of the New York Probation and Protective Association, has been appointed by Governor Whitman to the State Probation Commission. She is the first woman to be appointed to this recipion of the Commission of the Commission of the recipion of the Commission of the Commission of the American Red Cross in France Cross in France Commission of the American Red Cross in France Commission of the

WINTER weather, crowds, heavy elothing and once the typhus haeillus enters in on his steed, the louse, he revels. Add to that the depletion of human power of resistance caused by lack of food and the case is not eheerful. Newspaper reports from Petrograd mention an "unprecedented severity" of typhus, together with a general hreakdown of health machinery during the revolution.

FROM 1 to 1 per cent of the men being examined in the different training camps of the new army and by the draft boards are heing rejected on account of nheroulosis, according to estimates of the National Association of the control of the control

FOR some months there has been considerable discussion of a Central Council of Welfare Agencies in St. Paul, proposed by the Amherst H. Wilder Chaniry with a tentative Amherst H. Wilder Chaniry with a tentative council independent of the Wilder chaniry support, and without the bureau of research and central application bureau which had and central application bureau which had elected president of the council and E. G. Steger, secretain

A SOCIAL SERVICE PLATTSBURG is to he held in Minnapolis as a part of the summer training course for social and civic workers at the University of Minnesota in connection with the regular summer course, which begins plue 24. Arbut J. Todd, professor of sociology and director of the training course, is the originator of the idea and will be in charge. Information and probability of the property of

FLÓRIDA, through her Board of State Institutions, recently leased 598 prisoners to private contractors for an average of \$360 per prisoner per annum. Bids of over \$400 were made, but Attorney-General Van C, Swearingen, who does not helieve that the first use of a convict is to be profitable to the state, declared that the prisoners were not worth more than \$300. All over that would be "blood money," he said. If the contractors had to pay more, the prisoners, who after all, he said, were "men, not cattle," might not be properly clothed and fed. The hoard re-recommended recently make a straington also work to discarded and that open houses, warded at night, he substituted. This has not yet been adopted.

GIRLS 'CLUB's in Bagland are federated in the National Organization of Girls' Clubs and, according to a letter received from the honorary secretary, keep in close touch with work among girls in this country. A lending library modeled upon the children's library of New York city, for instance, is now being tilturary modeled upon the children's library of New York city, for instance, is now being tilturary modeled upon the children's library of New York city, for instance, is now being tilturary models of the control of the country of New York city, in the sale seathlished a war loan plan of its own to which the members contribute in small sums. Guilds of health are smother distinctive mingling health instruction with advice on wholesome beauty culture, this department has been made very popular. Among the privileges enjoyed by the guild members are excursions and inexpensive supplies of "dressing cases." Industrial subjects and nent in the lecture courses during the war. The organization of purely recreational sacilities, of concerns, rambles, Shakespear societies, and the training of club workers have not, however, been neglected.

FRIENDS of working women are preparing their states against the Brown bill, once more introduced in the New York state legislature by Senator Brown. The hill would give the State Industrial Commission power during the war to suspend the propart. Last year the bill passed both house but was vetood by Governor Whitman, tollowing a hearing arranged by the New York City Consumer League. Some support of it came from those who were apprehensive every ounce of its manpower, as France has had to do. But the hill and the forces behind it were generally recognized as fathered hy those manufacturing increast, notably the canners whom Seator Brown has served by the canners whom Seator Brown has served child labor for long hours hefore war was even thought of

TWELVE million colored people in the United States represented in the recent tree-day Tuskegee Conference (founded twenty-seven years ago by Booker T. Washington), possess "simon-pure" Americanism, peovided Americanism means doing intelligent to the colored the colored tree of the colo



# Swords and Plowshares

# Who Shall Grow Crops to Win the War and Feed a Hungry World?

## By Bruno Lasker

OF THE SURVEY STAFF

HE APPROACH of the planting season and a farmers' conference at the University of Illinois last week provided President Wilson with the occasion for a message to the farmers of the United States in which he brought out once more the country's reliance upon their part in winning the war. He recapitulated the issues of the conflict and pointed with justifiable pride to the admirable machinery for aiding the farmer which this country has in its Department of Agriculture. Then he went on to show that, making all allowance for their high productivity and in spite of last year's record in planting, acreage under wheat and crops obtained, the American farmers must make even greater sacrifices this year. This, he said, involves not only labor but "the painstaking application of every bit of scientific knowledge and every tested practice that is available."

On the immediate labor problem the President remarked: "The labor problem is one of great difficulty, and some of the best agencies of the nation are addressing themselves to the task of solving it, so far as it is possible to solve it. Farmers have not been exempted from the draft. I know that they would not wish to be. I take it for granted they would not wish to be put in a class by themselves in this respect. But the attention of the War Department has been very seriously centered upon the task of interfering with the labor of the farms as little as possible, and under the new draft regulations I believe that the farmers of the country will find that their supply of labor is very much less seriously drawn upon than it was under the first and initial draft, made before we had our present full experience in these perplexing matters."

The President is, of course, well aware that the difficulties of meeting the demand for farm labor will be even greater this year than they were last. It is true, the machinery for recruiting it has been insproved and the direct inroad of the draft upon it has been lessened; but there is a much stronger curtailment of potential sources of supply through the effect of the draft upon the country's manpower as a whole. The withdrawal of hundreds of thousands of men from their normal callings has increased wages everywhere and accentuated the growing disparity between the attractiveness of urban and rural labor conditions. The reviews of last year's labor shortage are too optimistic in that they take for their basis the normal labor needs of agriculture and not the needs of a greatly extended and intensified food production such as is required to win the war.

The new employment machinery of the Department of Labor is coming into the field too late to affect materially the planting prospects for this spring. The Department of Agriculture has set up an elaborate service for farm-help specialists who, in cooperation with the agencies of the federal Department of Labor, the state councils of defense, the state commissioners of agriculture and labor and other official state and local agencies, with county agents and with local stare-help committees, will be charged with meeting the labor needs in their specific localities. There will be thirty-eight of these specialists and four divisional supervisors to cover the whole country; but some of them have not yet been appointed. This service is for the purpose of coordinating efforts similar to those made last year which I shall further discuss below; it does not bring into the field any very promising new source of labor supply.

Hundreds of thousands of men and women this last fall were engaged and are still engaged in industries and services by no means essential to life or to the prosecution of war. The problem for state labor departments and federal agents is now, as it was then, how to divert labor from the less essential employments to that of food production.

Space does not permit to review here in detail the various efforts which were made last summer and fall to secure farm labor. In the aggregate, the local efforts having for their purpose the supply of farms with labor from nearby towns have resulted in a much greater transfer of labor than those territorially more extended. Of course, these local operations were largely part of the wider state and federal activity and should properly be credited to the respective departments. The new farm-help service of the Department of Agriculture again will first draw upon all local sources of labor and only

bring labor in from the outside when the fullest possible utilization of local labor proves inadequate. Interstate movement of help, the department announces, will be resorted to only as an exceptional last resource.

The value of the local recruitment must not, however, be exaggerated. A mes on the land for intry, he has in F., a season only. most instances left it for good reasons. Though he may return to it for a brief spell, whether on leave of absence given him for this purpose by his employer or unaided under the impulse of patriotism, he has no intention of permanently giving up his urban calling. Now, the labor need of agriculture is so pressing and, with the prospect of a continued world shortage of food, so likely to be lasting that progress on these makeshift lines, however well sustained, is bound to be insufficient. After all, 90 per cent of the country's farm operations take place on general farms which require qualified labor during the greater part of the year. Occasional help required for harvesting hay, grain and corn and for picking fruit, in spite of the prominence now given it in public discussion, is not the most important factor in the situation.

Many proposals have been made for increasing the standing army of food producers. The labor of prisoners and of various classes of handicapped persons, such as war cripples, the feebleminded, tuberculous patients, is to be made available. Boy labor obviously does not belong to this category, since it must always remain seasonal in character. There are also suggestions for the creation of what may be called the Stostituspeen of agriculture, an attacking army to be controlled from Washington and to be shifted from one part of the "front" to the other as the exigencies of food production demand. But in respect to them, also, the task considered is always that of filling the need for more harvest hands, not that of winning for agricultural work a large body of qualified persons seeking in it a vocation and livelihood.

Intimately associated with the farm-labor question is the involved problem of farm tenure and the size and value of farms. Obviously, prospects of advancing to a position of independence, of becoming a farm-owner or a tenant under conditions offering both a satisfactory income and security against want in old age are almost as important in the comparative attractiveness of farm employment as are the immediate terms of the labor contract. These conditions, if one may judge from the evidence of statistics, are deter

rather than improving as the years pass on. It is becoming more and more difficult for the man of small means to set himself up in the business of farming with any prospect of success.

The federal farm-loan act has not as yet been extended to provide the farmer with working capital, and no provision in that direction has been made in other ways. Interest rates at the present time almost drive the small man into bank-ruptcy and will become altogether prohibitive if the war continues for long. So far as transportation is concerned, the prospects are uncertain, even more so than normally, though priority at the moment is given to food shipments. Price regulation is not guaranteed for a long enough period to encourage long-term investments in improvement, reclamation or the introduction of better crops which can only be made if profits are assured for a period of years.

The promise of high prices in the near future is not mistaken for certainty; for, everyone acquainted with rural conditions knows that the interests lined up against the farmer have become more consolidated and more ruthless than they have ever been before. To draw attention to these facts at the present time, rather than draw pictures of long strings of automobiles owned by prosperous farmers at county fairs and of other outward evidences of happy country life, may be held by some an act of disservice to the national cause. But is it not, perhaps, just the suppression of the flagrant evils which beset the farming business and the lack of enlightened remedial effort which takes the gloss off patriotic appeals for agriculture as a vocation?

There is, however, one great potential supply of labor which need not for its application to food production wait upon a national policy to better the position and prospects of the rural worker generally. Women, yet barred from so many industrial openings for which they could and would qualify, are willing to enter a field which, in spite of its disadvantages and difficulties, has for them a number of peculiar attractions. The question is, how and to what extent can the work of women on the land at once be greatly increased?

Perhaps it may be necessary, at the outset, to answer the objection still widely prevalent that woman is physically incapable of the hard labor which general farm work and most of the specialized branches of food production entail. The obvious reply to this time-worn argument is, of course, that as a matter of fact in America and in every other country vast numbers of women are already engaged in such work and, to judge from such general information as to health and mortality as is available, engage in it without a strain prejudicial to their health or that of their offspring. As Havelock Ellis points out in one of his Essays in War Time: "When today we see women entering the most various avocations, that is not a dangerous innovation, but perhaps merely a return to ancient and natural conditions, . . . The modern industrial activities are dangerous, when they are dangerous, not because the work is too hard-for the work of primitive women is harder-but because it is an unnaturally and artificially dreary and monotonous work which stifles the mind. depresses the spirits, and injures the body, . . . It is the conditions of women's work which need changing in order that they may become, like those of primitive women, so various that they develop the mind and fortify the body."

This writer gives much evidence to show that even in primitive times women were less muscular than men. This did not, however, prevent them from inventing and developing the great majority of agricultural and domestic industries; it does not prevent them even today, and in the United States, from engaging in such strength-requiring occupations as stock-resing. Jumbering and wood-chooping.

Between 1900 and 1910 there was, according to the census, a marked increase in the number of women engaged in agricultural pursuits, 1,807,059 as compared with 977,336. It is suggested that this increase may in part be due to a difference in the instructions given to enumerators; but even allowing for this, there has been a steady increase with each census since 1880. Most remarkable has been that of women classed as "agricultural laborers," comprising five-sixths of the women employed in agriculture. Two-thirds of these are engaged in dairy work.

The war activities of women in Europe, which have brought so many surprises, have completed the proof, if proof were needed, that a great extension of women's work in agriculture is economically possible and profitable. We have it on the authority of A. D. Hall, secretary of the English Board of Agriculture, that the prejudice against the employment of women which had been shown in the earlier days of the war is passing away. Incidentally, he favors a greater subdivision of farm operations than is now customary; this would still further increase the advantage of employing women on the tasks for which they are most fitted, but which

normally are given to men because they are associated with other tasks requiring muscular exertion.

A number of competitive tests were recently held in Kent which proved women thoroughly competent in all the different operations, including tractor and horse plowing, tree planting, pruning, thatching, milking, and packing fruit. Girls with only three months' experience were able to drive with perfect ease tractors of a kind with which they were not previously familiar. Miss Talbot, who is in charge of the Women's Labor Department of the Board of Agriculture, is strongly of opinion that during the war women have proved themselves most efficient on the land and says that farmers are of the same opinion.

At the last census, in 1911, there were 120,000 women doing agricultural work in the United Kingdom, including those engaged for seasonal work only. Between April, 1914, and April, 1917, there was an increase of 44,500, only a small proportion of them women of the "educated class." An official of the department says: "Women have been found exceptionally useful by farmers in the feeding and management of stock. The rearing of young animals is more efficiently done by them than by men. The work involved requires the kind of attention which women are most able to give. In field work and management of teams of horses, those women of the educated classes who are accustomed to animals are specially useful. In dairying, and especially in cheese-making, women of all classes have been found to be efficient, and, given further training, there are great opportunities for women in all forms of dairy work."

Until 1917, the British government, like ours, had no special organization with regard to women's work on the land: only one woman inspector (the present head of the woman's labor department) was employed. The new department, created in January, 1917, has 60 organizing secretaries, one in each county, and sixteen traveling inspectors. No legal protection for women is necessary, but these government inspectors look specially into housing conditions. The chief difficulty in getting more women for agricultural work in England, as it threatens to be here, is one of wages.

It is practically impossible, writes my informant, for anyone without financial reserves to make a decent living as an employe, and the return for any woman who takes over a farm for herself is precarious and, at best, small. This is part of the general situation in English agriculture, but the situation is such that women cannot be attracted to the work. Low wages involve bad conditions of housing and food which cannot be accepted by women while superior alternatives are offered. The incentive of patriotism, he adds, and the attraction of the open air are not enough to counteract the discomforts and penury of the agricultural employe.

Nevertheless, the extension of women's employment in agriculture, both as wage-earner and as self-supporting farmer, is looked upon by the English Board of Agriculture as essential to the development of the country's home production of food after the war. The cooperation of the National Service Women's Land Army and of other voluntary bodies has been secured on the understanding that the recruiting of that "army" for the duration of the war and present provision for its training will be followed by "every effort," on the part of the government, "to enable the volunteer who can show a good record of work and who has been registered as having special aptitude, to settle on the land permanently either at home or in the oversea dominions."

In this country, the Advisory Council of the Woman's Land Army of America, created by a number of women's organizations at a conference held in December, is the body most directly interested in bringing about a great increase in the number of farm women. Encouraged by the success of last year's volunteering for agricultural work, limited though it was in numbers, this agency is now asking the cooperation of agricultural colleges and representative women's colleges throughout the country in the following program:

1. The organization for their localities of units ready to go into the field in the early spring and to be filled out during the summer by teachers and students taking their vacations and by women workers in seasonal trades:

2. Where such units cannot be formed, the registration of students who are willing to do farm work:

 The offer of special short agricultural courses;
 The arrangement of popular extension classes in neighboring towns and villages to teach the rudiments of farming and such seatons. sonal occupations as the sorting and packing of fruit:

5. The grant of academic credit to volunteers for the planting season and permission to substitute training in gardening for required gympasium work and outdoor sports;

6. Cooperation with the labor bureaus and other local agencies to set in motion machinery which will solve the problems of employment and housing in the way most suited to the conditions prevailing in their sections of the country.

7. Propaganda among women employed in seasonal trades and among women of leisure;
8. The distribution of posters and lantern lectures at farmers'

meetings; 9. The stimulation of other educational institutions in the state

to do similar work.

It cannot be held that this program is too ambitious or that, even if fully carried out, it diminishes the need for federal and state action on other lines. The demand for additional farm labor is too great to be met by the services of educated women and of women engaged in seasonal trades, however enthusiastically the colleges and women's societies may throw themselves into the labor of recruiting them. The main national effort must be directed along two coordinate lines,

In the first place, we need an authoritative national distribution of women workers to the localities where they are most needed and where, at the same time, conditions are most promising not only for their immediate comfort and satisfaction as regards labor conditions, but also for the permanent absorption of as large a proportion of them as possible in the farming population. This can only be achieved by a thoroughly organized and equipped farm labor division in the women's section of the federal Employment Service. Such a division, again, cannot expect to succeed in this larger opportunity if it limits its activity to "war work." The example of England, and such reports as we have from various parts of the United States, clearly show that the number of recruits to farm work is bound to remain small if that occupation is offered merely as a temporary opening in competition with the many alluring openings for women in industry. transportation and commercial employments. If, on the other hand, such a division as is here suggested cooperates with the States Relation Service of the Department of Agriculture and with the respective state departments in securing reliable information on profitable prospects of a permanent nature, if it takes advantage of the manifold federal and state facilities for equipping women for farm work, it will make a most important contribution towards the solution of the problem of rural manpower.

The second chief need of the situation is for a new emphasis on and perhaps to some extent re-direction of, the work of the women county agents appointed by the different states and in part supported from federal appropriations under the Smith-Lever act. In 1910, only four counties in two states had such officers. In 1915, there were 368 counties with women agents, and, according to the latest reports, there are now about 1,400.

These officers have organized hundreds of women's community clubs, tens of thousands of home improvement demonstrations in individual farm homes—mostly bearing upon labor saving—and supervised the work of thousands of girls', clubs for food production or conservation of one kind or another. They go from one place to another lecturing and instructing individual women on poultry raising, marketing of eggs, making of butter, keeping of milk, preparation and conservation of food, and other farm home activities performed by women. In some cases, a certain amount of specialization has already set in; and there are now county demonstrators in home economics and in dairy work. But, generally speaking, the problems confronting the woman county agent are, as one of them says, "as broad and as comprehensive as the family, the home and the community."

The phase, however, to which I wish to draw attention more particularly in the present connection is the woman county agent's work in developing the nascent economic resources of the community in which she works. "Her business," writes an enthusiast, "is to develop the earning resources of the women in the community and organize and apply to productive labor the energies of the women with whom she is working, and then to help them to apply this money increase to the improvement of their homes." Thus, the woman agent in Blackhawk county. Iowa, has made a notable success of the poultry industry. "From a haphazard side interest, literally thriving on the scraps and pickings of the farm, she has transformed it into an orderly, intelligent business." In Sullivan county, New Hampshire, and, since last fall, probably in many other localities, the women under the instruction of the woman agent have learned to can fruits and vegetables on a commercial scale and have thus added to their income while at the same time increasing the food supply of the nation.

There are no limits in sight to the usefulness of the woman county agent's activity if judiciously enlarged on the productive side. She can not only draw additional "manpower" from where it is most accessible, namely, from among the women already on the spot, but in doing so, by simultaneously instructing in modern methods of home-keeping, she can emancipate the farm woman from much needless drudgery. Serval volumes of illuminatine letters are on file in the Department of the production of the serval volumes of illuminatine letters are on file in the Department.

ment of Agriculture, from thousands of women in every part of the country, which illustrate the appalling conditions of home life for the mothers of the race. These conditions are, for the most part, due to tradition and ignorance. They are not dissimilar to those of the sweated home worker of our tenements trying to eke out by unceasing toil the insufficient earnings of her menfolk, engaging in socially wasteful effort and drudgery until, with better knowledge and organization, she becomes a self-supporting member of society, adding by her labor to the wealth of the nation and at the same time enancinating herself from the serfdom of her sex.

Not only is there a labor reserve in our farm homes which can be brought out by appropriate stimuli, but every improvement in the condition of the women already on the land will immersely increase the attraction of country life and agricultural employment for their sisters in the cities who judge their own prospects of success in farming by their example. More important, however, even than this influence on the movement "back to the land" is the effect which a more prosperous and satisfying life of the farm woman will produce upon the natural recruiting ground of the farm, the girl born and bred in the country. Taking a long view, every other effort to increase the supply of farm labor sinks into insignificance compared with the need to retain on the land by every possible means those who are already there.

The rural exodus, here as in all industrial countries, has assumed alarming proportions. Of course, it cannot be stemmed by educational means alone. It cannot be stated too emphatically that fundamental changes in labor conditions, in tenancy and in the economic factors which control the profitability of land cultivation are needed to make the business of agriculture so attractive that it can successfully compete for labor with other forms of enterprise. Patriotic eulogies of the man behind the plow are not enough. Nor can women be won for agriculture except on the true merits of the calling. In the meantime, while we are working for larger reforms, which will take time and daring, much can be accomplished towards the immediate goal by strengthening and enlarging such machinery as has already proved its worth.

# Rural Nursing Service under a County Board

By Harriet Fulmer, R. N.
SUPERVISOR OF THE RURAL NURSING SERVICE OF COOK COUNTY, ILLINOIS

N February 11, 1916, the following resolution was struction in hygiene to all

N February 11, 1916, the following resolution was operated to the County Board by Peter Reinberg, its president: "Resolved, That the places of employment, hereinafter named, be and the same are hereby created in a new department, to be known as the Bureau of Social Service, in the classified civil service of the county."

This bureau was established as a clearing-house for constructive social-service work, and Gertrude Howe Britton, formerly head of the Juvenile Protective League of Chicago, was placed in charge. Within the bureau have been created, as time went on, various divisions dealing with specific problems, and under one was incorporated that of public health. This division was established to render nursing care and instruction in hygiene to all cases of illness in that territory, in Cook county outside of the city of Chicago.

This section covers about 560 square miles, with a quarter of a million population. Excepting the four large towns, the population is scattered in small villages and in the strictly rural sections. In this environment, there is practically no organized social effort for relief, for constructive work or for public health and hygiene. With an appropriation for this, under the new bureau, four nurses were installed under civil service qualifications. (This division has since affiliated with the Red Cross Town and Nursing Service, bearing out the fact that governmental agencies may and can require a fixed, high standard for its employers.)

In order to operate intelligently, the outlying territory has

been divided into three sections according to the population and the remoteness of the territory to be covered. These districts are each in charge of a field nurse, and during the year ending December 1, 1917, 780 cases of tuberculosis and 400 of a miscellaneous nature have been cared for by this group. Histories and index files of each family are kept at the County Building in Chicago.

Today we are beginning to see light ahead regarding the tuberculosis situation in rural Cook county. The field nurses are bringing every week into the County Tuberculosis Sanatorium many cases who had not heard of this institution before, and many who thought it needed political pull to enter as a patient. It seems quite unbelievable that in the confines of Cook county there are still people who have never been to Chicago, that in the small villages are many cases of deficient and defective children who stand a much greater chance of becoming county charges than those in the city, because of the lack of machinery to brine about a reform in conditions.

In order to visualize to these communities the work of these nurses, in cooperation with the rural people, the medical profession, the county officials and the Chicago Tuberculosis Institute, dispensaries or health centers have been established in five sections of the county. We have called these centers "Cook county's second line of defense," for want of a better name. Through these centers during the year, 618 persons have passed, and each one of the homes of these people has been visited and instructions in hygiene and sanitation have been given. One hundred and fifteen physicians have written pledges of cooperation and health to this division. This alone bespeaks a hopeful sign. In the educational work, the fifteen farmers' institutes have been visited and health talks given. Ten town centers have held special public health exhibits in cooperation with the Chicago Tuberculosis Institute, which planned the programs and furnished splendid

Within the year, a medical inspection of several schools has been made by the nurses. In one school, in a town of

three hundred, a young girl was found in the last stages of tuberculosis. She had been accustomed to expectorating on the playground and wherever she happened to be, without any regard whatever for her associates. After much persuasion. the nurse was allowed to take the child to the County Tuberculosis Sanatorium, where she has since died. It was a pathetic story, a repetition of which is heard every hour by these rural nurses. If enlightenment of the community regarding tuberculosis has been going on in Chicago, its rays have not yet reached to the rural sections of the same county. Up in the town of S the splendid cooperation of the school trustees prevented an epidemic of scarlet fever, saw to it that the dentist inspected every mouth in the school and excluded two children with continuously high temperatures. These children both have since been diagnosed tubercular. The trustees have gone so far as to give the nurse who helped to bring this about all credit, and a passport to the village homes and the school whenever she wants to go. It has been a real piece of cooperation of physicians, dentists, trustees, teachers and nurses. This was in a small four-room school, in a conservative, old-fashioned farming territory,

We are going on slowly to establish such intelligent, intensive work in a dozen towns, about the same size, until finally every rural and village trustee in Cook county will be impelled to ask for these nurses' services, if for nothing else than to be in the fashion.

The defective young men from the rural sections turned down by the Examining Board have been one thing to open the eyes of the rural sections to the fact that hygiene and health for the child of the farmers are just as important as the hygiene and health of his cows and pigs, and the 'new day' in public health work in Cook county is starting out now to see that the children of the remote sections get a square deal and a fair share of the taxpayer's money to prevent in-efficient citizens of the future. The four field nurses are glad of the privilege of pioneering for Cook county in this constructive and much-needed niese of work.

# Annotated Bibliography of Consumers' Cooperation

#### By James Ford

CHARMAN OF THE COMMITTEE ON ECONOMIC COOPERATION OF THE NATIONAL COMMUNITY CENTER ASSOCIATION

NE of the products of war is the cooperative organization of consumers.
Throughout the country buying clubs,
canning clubs, community gardens and
kitchens are spontaneously being formed on
ground. The intentions of these groups are
essentially cooperative, their form and their
technique show a cooperative tendency. They
are, however, seriously handicapped by their
ignorance of the accumulated experience of
America in the past. If competently directed
this war-time movement may have permanent utility—may provide for the American
people as it has for those of Europe, low
prices, habits of thrift, and of altraism, busicapital which may protect democracy Irow
many forms of exploitation. To conserve
these values to the American public, the organizers, and, so far as possible, the members
of cooperative buying clubs, stores, or kitchence.

The purpose of the accompanying hibliography is to guide directors of community centers, labor unions, women's clubs and other agencies interested in the organization of consumers to the best of available litera-

# ture dealing with cooperative practice. Cooperation in the United States

In the United States the subject of industrial cooperation has received very inadequate treatment. Volume VI of the Johns Hopkins University Studies, Baltimore, 1883, constins five geographically supplementary studies of cooperation covering the whole of the United States. These reporting the whole of the United States. These reporting the bitation of the United States. These reporting the bitation of the United States and the United States. These reporting the bitation of the United States and the United States of the United States of America Cooperation in The New Encyclopedia of Social Scates of the United States for the years 1913, 1914, and 1916 have been published by James Ford in the United States for the years 1913, 1914, and

the American Yaar-Book for these years, and by Mrs. Cheves West Perky for 1917. John of State March 1918. John 1918. John State Board of Public Affairs. The U. S. Department of Agriculture, in Bulletin No. 394 of November 3, 1916, has printed A Survey of Typical Cooperative Stores in the United States, by J. A. Bevell, Hector Macpherson and W. H. Kerr. The most sympathetic recent study of cooperation West Perky and printed in pamphlet form in 1917 by the Cooperative League of American 20 Fifth Agreement of Mercin 1919 of American 20 Fifth Agreement States and Formal States 1919. The States of American 20 Fifth Agreement States and 1916 of American 20 Fifth Agreement States and 1919.

The list of recent intensive local studies of consumer's cooperation includes Cooperation in California, by Ira Cross, printed in the American Economic Review for September, 1911 (American Economic Association, Cambridge, Mass.), Cooperation in New York, 1913, The Cooperative Store in New York, 1913, The Cooperative Store in Capacity of the Cooperative Store in Cooperative Store in Capacity of the Cooperative Store in Capacity of the Cooperative Store in Cooperati

Ontario, January, 1916), and Cooperation in Minnesota, by L. D. II. Weld (International Review of Agricultural Economics, February and March, 1916, Rome, Italy).

References to older or less important contents of the season of the seas

#### Selected Bibliography of Consumers' Cooperation

The following is a list of the most accessible and most important recent books on consumer, cooperation that have appeared in the English language. These works will be found in the libraries of the large cities and the leafing colleges of each state. The and the leafing colleges of each state of the constant of the large cities and the leafing colleges of each state. The Acland and Jones and Catherine Webb are particularly recommended to persoan new to this subject. Cooperative organizers should read much more fully, beginning with the works of Holvaske, Sidney and Beatrice Webb, and Fay, but covering so far as possible continued to the constant of the continue and manuals as well as the books of this list.

An International Cooperative Bibliography was published in 1906 by the International Cooperative Alliance, 146 St. Stephen's House, Westminster, London, S. W. More recent titles are submitted monthly in the International Cooperative Bulletin, published International Cooperative Bulletin, published House, Dublish, Ireland, The latter ageory will send bibliographical references on any special cooperative problem to any inquier. The Cooperative League of America, 70 Fifth avenue, New York circ, is also prepared to give detailed information concernments.

#### General

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contains papers of value on the special problems which confront cooperative associations. Fay, C. R. Cooperation at Home and Abroad. New York: The Macmillan Co., 1998, pp. xvi, 403. The best comprehensive account in English of the history and present agentization of contract and operative appropriate of the confront of the confront torse. Part IV on cooperative stores, contains excellent chapters on the economic and social significance of the movement.

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The books of Holyoske are of narrative form with lacidental argument. Better than the works of any other writer they convey to the reader the missionary spirit of the early organizers and the idealism of the present movement.

Holvoake, George Jacob. The History of Cooperation, London: T. Fisher Unwin, 1998, pp. xxiv, 691. A history of the workingman's cooperative movement in Great Britain from the Owenite period to 1904. Popularly known as "The Bible of Cooperation." Though full of repetition, this volume presents in a graphic and inspiring une presents in a graphic and inspiring the cooperation. The cooperation of the industrial cooperasonal forms of the cooperation of the co

tive movement, its sucass, is governing personalities and the difficulties overcome.

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Jackson, Edward. A study in democracy; an account of the rise and progress of industrial cooperation in Bristol, Manchester: Cooperative Wholesale Society's Printing Works, 1911, pp. xvi, 606. The author's aim "is to give a plain, unvarnished account of the cooperative movement in Bristol, setting forth all its early vicissitudes, and bearing testimony to the public spirit, the foresight, and the undaunted perseverance of its promoters." The contribution to economic literature lies in the unbiased account given of the inner workings of fairly typical local consumers' associations, and in the extensive quotations from letters, resolutions and re-ports. The book leaves a strong impression of the necessary difficulties of successful industrial cooperation as well as of the educational value of the cooperative mosement. Maxwell, William. The History of Cooperation in Scotland; Its Inception and Its Leaders. Glasgow: the Scotta Section of the Cooperative Union, 1910, pp. xvi, 398. The Ideals, Form, business methods, difficult and Entherrenous methods, difficult and Entherrenous methods, difficult and architecture of Scotland are described in an historical and biographical account. This book is especially recommended to cooperative organizers.

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# Seven Weeks in Italy

# The Response of the American Red Cross to the Emergency-II'

By Paul U. Kellogg

HERE has been one sweeping challenge for help in the Italian experience this fall which had no counterpart when France was invaded in 1914. The French retreat had no such wreckage of hospital equipment, for such equipment did not exist, nor was there a great hospital population of wounded men in the area swept over. The Italians had put their hospitals well up behind the line with no thought of a break. They managed to get out many patients-how many is not stated. Roads were so choked that ambulances, like other lighter vehicles, could not take advantage of their speed and get away. Stories are told of men with leg wounds who tramped 15 kilometers, of wounded men riding astride the retreating guns, of an orderly who got a typhoid patient out on his back and so on. But at this date a general idea of the supreme effort put forward by the Italian Sanita Militare and the Italian Red Cross, to care for the wounded back of the new front, and of the need for unstinted help from America, can be conveyed only by rough estimates of the losses in equipment. These are placed at not less than one hundred hospitals, and two of the principal magazines of hospital supplies. They lost all their first and second line base hospitals in the sector through which the retreat ran and about a quarter in the adjoining sector. Altogether they lost between a third and a half, nearer a half than a third, of their medical equipment in the army zone.

The tenseious Italian habit of holding things in reserve has been the subject of frequent comment in connection with volcano and earthquake disasters in the past. As a matter of whimsical interest, some of the goods sent by the American Red Cross at the time of the Messina carthquake, were distributed this last month to refugees in the neighborhood of Catania. This habit stood the nation in good stead in the present crisis, for its reserves in medical supplies have been sufficient to make the gaps. This, however, leaves them depleted, and to make good these reserves and build up new equipment was the immediate need.

Here it is in point to mention the excellent use the Italian Sanitary Service made in the emergency of the million lire left in its hands by the American Red Cross Commission which visited Italy in August. This sum, following the national bent, had been kept unspent. It was at once devoted to making good losses in important and costly medical installations.

And here should be mentioned the prompt help offered by the American Poets' Ambulance, which was organized in early September and which had orders placed in Italy in the early fall enabling it to put five barrack hospitals and thirty tent hospitals in the hands of the Intendenza for immediate service when the Italian line fell back to the Piave. It thus got American help through in the earliest crucial days, and as we shall see, thereafter enabled the Red Cross to carry out a demonstration in the field of ambulance service on a scale and with a speed which would have been otherwise impossible. Each nation at war has had a distinctive development of its army medical system, and the Italians, who have had to carry wounded by aerial railways and mule back in their mountain fighting, and who have hewn dressing stations out of solid rock on the high peaks, have shown originality in the development of their medical service throughout.

To work helpfully as well as promptly, the director of military affairs of the American Red Cross, as soon as he reached Italy, set out to learn the general characteristics of the Italian hospital units and to concentrate on them, to find the particular needs created by the crisis and to make immediate purchase of instruments and supplies which he knew from experience in France would be called for. The Clearing House had practically empired its medical stores. Swift purchases were made by the Red Cross of bedding for 3,000 beds—mattresses, aheets, pillows, blankets—and such smaller instruments and rubber goods as could be picked up in Rome, in view of the heavy purchases by the army and the Italian Red Cross.

The urgency of the need was illustrated in a third line base hospital visited in mid-November. This was of 800 beds and housed in a chateau. Normally it had been handling a flow of twenty-five to forty incoming patients a day and caring for them from a week to four or five months. This had been transformed in the emergency into what the French call an evacuation hospital, and big trucks were coming in, with twelve to sixteeen wounded in each, at an interval of three minutes and a half. They were handling a current of 600 patients a day, and of course the equipment was tragically inadequate. Eight days later, complete new equipment for half their beds and such surgical instruments as could be had left the Red Cross headquarters in Rome for this hospital.

But, in general, the hospitals back of the new front, in order to salvage any possible further losses, were being stripped of beds and blankets, and the patients were lying on mattresses. Obviously, in such a situation, the part of the Red Cross was not to attempt to replace things for the moment in individual hospitals, but to give to the central authorities who could place supplies where they could use them best.

A lump gift of 175,000 lire worth of supplies was ordered for the Sanita Militare,—disinfecting wagons, autoclaves for sterilizing dressings, surgical sets, 500 comulete beds, quantities of gauze, cotton, drugs, iodine, anaesthetics, etc.

Plans thereafter rapidly took shape for a very considerable gift of ten complete field hospitals—one direct to the Sanita Militare and nine through the Italian Red Cross, the first to be delivered by mid-January. Each will consist of 50 beds, with an overload capacity of 150, or even of 350. They will fly the American Red Cross and the Italian flags. Some will be tent hospitals, others with tents merely for the special uses, the wards being farm buildings or other shelters requisitioned for the purpose as is the Italian custom.

The distinctive feature of the Hospital Supply Service in France, as it was developed in the early years of the war by the American Distributing Service, and as it has been expanded under the American Red Cross in the last six months.

This is the second of three articles, the first of which was published in the Suxuxy for Pebruary 2. For the corresponding series, Four Months in France, see the Suxuxy for November 24, December 8, and December 15, 1917.

has been a corps of voluntary inspectors operating in conjunction with an independent stores center. From this, informally and directly the surgeons in charge could receive prompt consignment of supplementary supplies which, because of routine delays in government material, were slow in reaching them, needed equipment, drugs outside the army lists, or executional instruments.

#### Direct Relations with the Wounded

THERE has been no corresponding society in Italy for distributing hospiral supplies. A semi-military bureau, under the Quartermaster's Department, known as the Ufficio Doni, harmy. The American Red Cross has established relations with the supreme command which permit of developing a group of volunteer inspectors and a shipping system along the lines of the service in France, bringing the Red Cross into direct contact with the hospitals and the patients in them so as to make the help from America self-revealing and thus bring out the moral and sentimental values inherent in it.

On November 30, the hospital supply warehouse had been open three weeks, and even without its permanent organization the showing of deliveries to individual hospitals had been striking. No less than 19,000 articles had gone out. These went to hospitals all over the country through which the service got in touch through the reports of the Red Cross mission of last summer, through the Clearing House, through the visits of members of the staff of the Military Affairs Department, and as result of inspections made by the head of the Medical and Surgical Division of the Military Affairs Department of the Red Cross in France, who in early November made a tour covering many points in northern Italy, reporting to the commissioner for Europe.

Hospital supplies shipped from Red Cross stores in France, no less than purchases in Italy, made this emergent work possible, and for the winter's needs 750 tons of hospital supplies have been ordered in America for immediate delivery. These include anæsthetics (some Italian hospitals have been performing minor operations without them), surgical instruments, rubber goods, enamel ware, gauze, absorbent cotton and drugs. Just what such a shipment means it is difficult for a layman to grasp. The quantities involved would leave a corner druggist gasping. For example, the order includes 250 pounds of quinine. Since the war quinine has been difficult to get at any price, and the price has jumped in France from 12 to 16 francs a pound to 400 francs. Quinine is badly needed in Italy, and such a Red Cross consignment will be nothing short of a boon. Other items which give a better idea in terms of the things which mean most to the wounded are 15 tons of chloroform and 25 tons of ether. These again are beyond the layman to visualize. He can come nearer to picturing 2,000 bales of absorbent cotton, the item asked for,

Back of this service, and supplying it with hospital appared, will be a system of workrooms in Rome, the organization of which has already gone forward. In the early days of the war numerous œuvres of this sort were started in Rome, four of them in the hands of American women married to Italians. Moreover, the residence of the American ambassador in the Palazzo Drago has been a redoubtable center of activity under Mrs. Page, with its guestroom stacked high with bolts of cleth and finished garments. These five eueves have all been enlisted in a common enterprise, in which the naterials and wages for the soldiers' wives and refugee women employed, the Red Cross wilm gover and distributing the out-

put,-hospital supplies and undergarments for its medical and relief bureaus.

Paralleling the distribution service for hospital supplies in France has been that for surgical dressings, as developed by the Surgical Dressings Committee of America. Here a beginning was already under way, for the American social worker who founded the French work had, in September, started similar workrooms in Rome, which by November were turning out 30,000 dressings a week. The Red Cross forthwith agreed to back them up to put out a million dressings by January 1, and a second million by January 15, and with workrooms already employing 200 women, volunteers and paid, the dressings will be ready for delivery through the hospitals supply service of the Red Cross. Not only will these dressings help to fill the gap due to lost supplies, but they will open up a new standard of practice in Italian hospitals, which have been in the habit of receiving gauze, linen, etc., and making up dressings in the hospitals, with the result that nurses at work in the wards all day may spend half the night rolling bandages. On the other hand, the American innovators have found another practice in vogue in the Italian hospitals which they feel might well be copied on other fronts. This is to wash dressings and to use them over again-a practice already used in the American Ambulance Hospital at Neuilly [Red Cross]. One hospital in Rome even washes and sterilizes its raw cotton in this way, with economy and good results.

In conjunction with these activities, engaging the time and energies of women of all social groups, another development should be set down—the organization of an informal auxiliary committee of Italian women, by two leaders in the development of the Women's War Relief Corps of the American Red Cross in Paris, who came on to Rome for this mission. The members of the Rome group in turn undertook to enlist two fellow-countrywomen in each of the Italian cities, as a nucleus to build on in the development of any phases of Red Cross work in which such Italian allies would be of help.

The outstanding event on the military medical side of the Red Cross work in Italy has yet to be set down—the turning over to the Italian Medical Service of the Third Army, five weeks after the Red Cross reached Rome and less than five days after the United States declared war against Austria, of three complete ambulance sections. Each section is made up of 20 ambulances, a staff car, a kitchen trailer, a motorcycle, and two camions. Each section comprises 33 men, veterans of the Norton-Harjes and American Field Service in France, who come in as volunteers with the rank of commissioned officers.

#### Veteran Ambulances from France

The nucleus of this service was a fleet of somethiag over twenty cars, which left Paris on November 18 and did not reach Milan until December 8. They came by a long route through Marseilles and Ventimiglia. Some day, in lighter times, the full epic of their transit will be written. They were the recipients of demonstrations in Marseilles, in Cannes, in other French and Italian cities. But ambulances are scarce in France, these were veterans no less than their drivers and had pounded over shell-torn roads all the way from the British sectors to Verdun. Cars chose the south of France to go on xepos or permanent sick leave and only twelve came through to Milan in shape to be of use. But here they were met by new recruits, fifty Fords, the gift to the Red Cross of the American Poets' Ambulance, which, with active members both in Italy and the United States, had made a still

earlier gift of another fifty ambulances direct to the Italian army. These had gone into first-line service between November 1 and 20.

The presentation of the combined Poets'-Red Cross sections took place on December 13, in the yard of an old Milan palace used by the military as a garage. Crossed Italian and American flags decked the walls of the ancient quadrangle. The cars of the first two sections, forty of them, were arranged in a horseshoe, with the camions in the middle, before a raised platform at one end. Here were the prefects of the province and the sindaco of Milan, the colonel of the Sanita Militare and the representative of the French Mission: the commander of the British Flying Corps, the president of the local Italian Red Cross and the American consul, chairman of the American Red Cross Committee of Milan. More important, here were the one hundred members of the American Red Cross Ambulance Corps for Italy, in khaki, six of them wearing Croix de Guerre, standing at salute as a bugle sounded, and the general sent to receive them in the name of the Third Army swung into the yard with a bodyguard of plumed Bersaglieri. The presentation was made by the acting director general of the Red Cross in Italy, who pointed out that they were the first American units to reach the Italian front, that they had volunteered for the service in Italy, and that it was a service in a war against a common enemy. The general responded in kind, and the French commander introduced him to the ambulance men who had won the war-cross for acts of bravery in caring for the wounded in France. An hour later the first section rolled out of the vard with American flags flying. They drew up in the Piazza del Duomo, where the mayor of Milan bid them farewell. It was a gala day in the city. Square and streets were thronged with crowds that did not stop to ask by what magic carpet the "Americani" had been whisked in four days' time to the doors of the old Gothic cathedral, but accepted them for a fact bound up in our declaration of war and cheered them unremittingly until they had streamed through the city gate that led off to the old battleground of Solferino on the way to the Piave front. The second and third sections followed during the succeeding fortnight, and the Red Cross is under commitment to bring the corps to a total of two hundred cars.

#### Carroll of Carollton at the Front

IN THE face of the staggering need for hospital supplies and equipment, those things were the first concern of the Red Cross men in Italy charged with laying the groundwork for a Military Affairs Department: but a beginning had been made in two other directions following precedents established in France, in gift and canteen work for the men in the field and en route to and from their homes. Here it may be permitted for a second time to depart from the rule of this writing and mention by name. Recall if you will the bold signatures that, in the school histories, stand below the Declaration of Independence, and among them, so that there might be no mistaking who was putting his head in the halter. Charles Carroll of Carrollton. That same name, so signed, is the one appended to Red Cross field reports from the Piave front in mid-November. No lean, cantankerous rebel is its present-day bearer, but a well-known member of the American colony in Paris, no longer young, the owner of a stud farm. None of the three figures in the familiar picture of the Spirit of Seventy-six suggests him, but their spirit is his, and at Montello, Nervesa and San Dona di Piave, through mud and under shell-fire, he skirted the trenches and the parapet river bank. He accompanied the head of the Opera Federale d'Assistenza e Propagande Nazionala, who spoke with every man they passed and addressed knots of them. If two tons of chocolate and a scattered fire of cigarettes and mufflers could have routed the enemy army it would have long since been back at the Isonzo; but these things at least put in a war-time vernacular, understandable across barriers of Janguage and distance, the fact that Americans were come to Italy to helo.

#### Italy's Great Winter Need-Wool

THOSE physical needs of the Italian troops, which mean the difference between sickness and health, reach, of course, much deeper. When the line was solid, the soldiers had built winter quarrens and had gathered wood to heat them. Now they have lost these shelters and have little wood to warm their improvised dugouts. It is estimated that three times as many blankets will be needed to prevent suffering this winter; blankets are all but unpurchasable in Italy, and the Italian Red Cross has started a house-to-house collection throughout all Italy to get together a million blankets. Back in August an investigator of the American Relief Clearing House, who made a tour of inspection in advance of the coming of the first Red Cross commission, wrote as follows:

"The material aid which we might render to the Italian soldiers at the front is covered pretty fully in the word 'wool.' The Italian government does not provide the greater part of the woolen garments which are needed on all the fronts during the winter and on the high mountain positions the year around. It provides woolen undershirts but has ceased to provide underwear, and it provides woolen socks, but not in numbers adequate to the need, seeing that they are so soon worn out. To the bounty of the civil population is left the provision of supplementary socks and all of the footless long stockings, mittens, neck-scarfs, helmets and sweaters have never been adequately supplied."

There is a dearth of wool in Italy, and this condition has been accentuated by the events of the past three months, as evidenced by the condition in some of the hospitals come to the knowledge of the Red Cross, where wounded soldiers and convalescents have been quite without woolen underwear. If wool can be brought from America, yarn and cloth, and made up in work-rooms giving employment to soldiers' wives and refugees, it will prevent a repetition along the Piave of experiences bordering on those at Valley Forge, and at the same time give occupation and earnings to thousands of needs' families.

Equally real was the need pointed out in the report referred to for the development of recreation and refreshment activities, both at the front and along the lines of communication. Several commanders were quoted as regretting that: "the soldiers are given only fifteen days' leave in the course of the year, which is made almost abhorrent to them by the long rides in the cattle cars of a convoyed train, which may take them as many as four days to bring them from the front to Rome, and that little rest and almost no recreation is given them when they return after a month of duty in the front-line rositions."

Several commanders had built Case del soldato (recreation barracks), but, even before the retreat, these were inadequate in numbers, in equipment and supervision; and the suggestion was made that the American Knights of Columbus might be enlisted to develop a work similar to that of the American Y. M. C. A., in the French army. Poste di comporto have maintained by the Italian Red Cross and by individual organizations at railroad stations, but here again the provision is inadequate, and there is opportunity for the Red Cross

to inaugurate a large work. Its Genoa committee has turned its chalet into a canteen for British, French and Italian soldiers; and the Milan committee has undertaken to equip and maintain a rest-room, canteen and reading-room in barracks erected in the station yard by the municipality for service of allied troops passing through the city. The Milary Affairs Department of the Red Cross has gone into the work which the Italian Red Cross is doing in canteens as well as their systematic provision of first-aid rooms at the railroad stations, studied the troop movement in Italy, and outlined for the consideration of the permanent commission a project for installing canteens and rest-rooms at eight important junctions along the railroad lines running up both coasts from Regroi and Messing to the front

#### Supplies and Food Double Quick

ALL THESE activities fall back on the supply service, serving both civil and military departments, and here again the story of November is one of rapid engineering in the face of almost impossible obstacles of distance, rail congestion and depleted markets. Within thirty-six hours from the time word came from the Red Cross-Clearing House conference at the embassy in Rome on November 5, twenty-four cars had been loaded at the Red Cross stores center in Paris. The old cab stables on the Chemin Vert had never known such activity. and 20,000 blankets, 10,000 mattresses, pillows and clothing made up the consignment. The main lines of rail into Italy were engrossed with a freightage of troops and army paraphernalia, and the train was held up for an entire week. The superintendent of the warehouse was detailed to accompany it, slept on the cars and brought his train into Rome five days later-remarkable time under the circumstances. It was plastered with Red Cross labels, and decked with American and Italian flags which were stripped by souvenir-hunters en route. Once in Rome, the cars were transshipped without being unloaded to points designated by the civil and military affairs departments-Bologna, Florence, Palermo, Naples, Rimini, Catania. In cases where a car-load lot did not fit the needs, one car was run alongside another in the yard, half the goods were removed, the empty half filled from the next car or from stores gotten together in Rome, and off it would go. A second shipment of ten cars of food, and a third of sixteen of food and blankets, which reached Rome in early December, were handled in like manner.

Meanwhile, purchasing was going forward in Rome, Mi lan, Genoa and other points—condensed milk in thousands of cases, hundreds of thousands of lires worth of women's and children's underwear (much of which did not come to the warehouses at all or was rammed into new gunny sacks and shipped post haste from the warehouse floor), 25,000 shirts, 13,000 blankes, 50,000 woolen drawers, 60,000 jerseys, 150,-000 drawers and vests, socks, thermometers, medical supplies of all sorts.

In Rome, the Red Cross secured through the Italian government two of the top floors of the Magazzini Generali, served by direct rail and water, with electric cranes and carriers. Agents were despatched to arrange for storage at ports of entry, and the two top floors of the Magazzini Generali at Naples were secured, with direct rail and water connections, electric hoists from boats into the warehouse or into cars. Similar facilities have been secured in Genoa, and planned in Palermo. At the same time storage space was taken over at centers of need—in Florence a building given by the Custom House; in Bologna the basement of a large Palazzo; in Milan, a warehouse lent by an American firm:

and lesser provisions elsewhere. Within one month from the beginning of operations the Red Cross had 50,000 tons of warchouse space in Italy and had it practically empty, so rapid had been the movement of shipments and purchases, but ready for the large invoices under order by its purchasing department, for further and larger shipments en route from its stores center in France, and for 1,500 tons of shipping space, sailing from America prior to January 1, arranged by its Washington headquarters, and to be filled in line with cabled instructions sent late in November from Rome, giving the approximate nature of the articles desired, and the kinds and quantities needed most.

But while this Red Cross adventuring was going forward with the zest which comes of accomplishing things in the face of difficulties, weeks compacted of a very different substance of experience were the portion of the homeless and shattered families, filtering singly or in masses from the war-wrecked north to their abiding-places throughout Italy. And it remains to cast the relation of the Red Cross work to the great body of effort that reached out to succor them and to what lies in the months ahead.

Of the stuff of which that experience was compounded, the Red Cross workers north and south had no lack of evidence. A young Italian officer came to the office in Bologna, shared by the Clearing House with the Red Cross. He had himself been a volunteer worker at the station when the crush came through. The story was told of a baby born at night on one of the trains. The mother had no clothes for it, and this voung Italian had taken off his shirt to wrap it in. He now brought with him to the office a young woman and a boy of ten. The former was of about the build and appearance of Maud Adams, the actress, and both were nicely dressed. They were of noble family, from Udine, and with their father of 70, their mother, some years younger, and a nurse, were stranded in Bologna. They left Udine about two o'clock in the morning in the midst of disorder. They had to walk and were drenched with rain. They were in the great ruck of soldiers, contadini, mules, camions, ambulances, all the dishevel of an army and a province in mad retreat. They made twenty kilometres or more by the afternoon of that day. Here they had been taken aboard a train, but this was wrecked by a bomb which hit one of the cars and killed the refugees within. Then this family were able to get a camion and reach Spilimbergo, on the western bank of the Tagliamento, where an officer looked after them and gave them a place to sleep. They had been resting for two hours when the town was shelled by the advancing Austrians. They got up and again found places in camions. Later they obtained a wagon and continued their journey, sometimes going for two days without being able to get food. It took them seven days to reach Bologna. and they were able to bring nothing with them but the clothing on their backs.

#### When the Order Came to Run

A RELIEF worker at Naples tells of a woman who was standing at her farmyard door when the order came to run. They had their household goods in a wagon to which they had hitched their horse and an ox, sturdy animals but slow. Her husband told her to take the children and run and he would come on. In the crush she had become separated from the children, and here she was in Naples, with no knowledge of the whereabouts of husband or children. Another woman arrived with three children; the fourth baby had been drowned. The bridge on the Tagliamento they had thought to cross was down, and, as the mother tried to get the other

children over, the baby was swept from the basket in which she had carried it on her back.

When the American, later a Red Cross worker, took charge of the clothing distribution for the Italian Red Cross at the chief asile in Florence, the church and cloisters of Santa Maria Novella, there were 9,000 people lodged there, all but perhaps 50 of them women and children, for these families of northern peasantry are rich in children. One woman of 28 brought nine, and apparently an annual haby from nineteen would seem to be the general rule. The people were without clothing other than those they wore, and almost none of them had a complete outfit. Inside of two days the American colony had raised 6,000 lire for purchase and collected 10,000 used garments. Before coming in the line the families were first interviewed by volunteers, the orders turned in and the mothers given duplicate slips of paper with their needs indicated. Here a woman would come with five or six children, among them only one pair of shoes, with perhaps no child with a complete set of underclothes, and the mother herself still wet from the rain from the waist down. Among them were women who had walked for sixty or seventy kilometres, and their feet and legs were swollen so badly that they had to be sent to the infirmary. As many as eighty women and children had been packed in a single cattle car. and for 24 and sometimes 48 hours they had gone without a chance to get out to get food or water or respond to a call of nature. At Santa Maria Novella their numbers were such, while waiting to be sent on, that not only were there not beds enough for them, but the straw gave out, and many slept with nothing between them and the stone floor but the empty ticks.

Two reports reaching the Red Cross from Leghorn on different dates illustrate both the particular needs of the fugitives, the marshalling of sympathy which made great practical gains in each locality as the month advanced, and incidentally the way Americans dovetailed into the situation. Here by mid-November the numbers of refugees were such that the last lot had been put on the floor of the Goldoni Theater. In common with the other refugees reaching Leghorn, each had a straw mattress and a blanket. Food was very short, and work for the refugees had, much of it, been done at random. To make American help count and at the same time help organize the situation, the American consul undertook to take over in the name of the American Red Cross the distribution of clothes, milk and cocoa in two refuges sheltering 900 people.

The first report is from a Red Cross inspector on November 17:

Great need for condensed milk, rice, sugar for bahies. Most needed in way of clothing—men's and boys' suits and underwear, wasne's underwear, blouses, hygienic lines, handkerchieft, shoes on the place, the shops having been areded required cannot be found on the place, the shops having been areded required cannot be found on the place, the shops having been areded required cannot be found to the short short short should be said thread and needles. The lot of clothes sent from Rome has arrived, the blankets not yet. The comoul has written today to the manufacturer. He will have 500 of them. The pregnant women whom I counted up to forry will be in due the tasken care of by the maternity. Layettes needed, the maternity giving only medical assistance. Disinfecting soap and insect powder needed.

The second is from the consul, six days later, on November 23:

Yesterday we distributed over one hundred packages to men and women at Borgo Capuccini. When the distribution was over a shout went up from all the refugees. It was like applause in a theater after an excellent rendition of musica- bull for a minute and the control of the control of the control of the action of the control of the control of the control of the standard of the control of the control of the control of the hand been taken to give he rigor what suited her. There was no confusion. The number on each package corresponded to the number of the card. In the packages for women were two undershirts, an underskirt, a blouse, a small shawl, a bandana for the bead, an apron, woolen yarn and needles for making stockings.

The ideal way would be to have each package contain a complete outin, and then send the refugers in groups of twenty to the baths. Have them take a hot hath, using plenty of soap, put on the new clothes and leave the old to be disinfected and washed and returned to them. I have arranged with the hospital here for baths disinfecting and washing. I could not wait to do this with the refugees at the Borgo Capuccini. However, when I shall have completed their outfits, I will send them for a bath as above stand as

I have cards ready for Cantiere Galinare (now about 500 refugees, expect 300 more there). Miss R—— (American), are there now examining each woman and child, and making notes as to the size of each woman, etc., so that in connection with the card system, a complete outh may be packed suitable for each person and distributed without confused. Have supplied larges and mail combs to all bronzes, and also 600 cloths, air to each. They were in great need of same, Just rectived invoice for 1,000 shirts. Will go to Plus tomorrow.

The Red Cross committee which traversed the belt through which this stream of refugees was yet in process saw the varying provisions for them and carried their inquiries into points of destination in the south, recorded first of all their "deep and lasting impression of the magnitude, the seriousness and the heartrending tragedy of the refugee problem with which Italy has had to deal." From the refugees themselves they heard story after story of what befel them after they left their homes in the Friuli, and these they summed up as follows:

Women with young children and the nick, like others, came away underly, families often separated, usually with no time whetever to gather even things needed for the journey. They tramped in the mountains or along the roads from two to four days, sometimes a week, before reaching a railway station where they could be taken on trains or before being picked up by camions. In these first days they were subjected to every privation conceivable. Even after exaching the railways they were supplied with food irregularly and parhaps, they often had no chance to weak and often had been ten days or two weeks on their journey arrived in southern Italy is indescribable. After the first reash, arrangements were, of course, made in the cities through which they passed to supply food, and is some instances blankers and clothing; but even as far south an Naples many infants were found who had had no changes, and arrention.

In view of all the hardships and privations it is notable that the general health of the refugers in every city which we have visited is reported at present to be on the whole very good. Probably a more thorough medical examination might disclose more serious retained to the property of the property of the property of has indicated that, with few exceptions, there is no marked prevalence of digestive, nervous or infectious disease.

To appreciate the suffering and hardnhips involved in the sudend dislodging of perhaps a half million people, it is necessary to bear in mind the loss of their homes and possessions, the breaking up of the families, the enforced journey to distant and unknown places, where people and different food and speak disleres so different from their people and different so the people of the consumer are likely to be already overtused by the needs of the families of solders, and other local conditions resulting from the war. Intensifying this picture of misfortune is the fact that the whole population is uffering from a searcity of food and of fuel, from abnormally high prices, and a familiar in every country, has which are nowhere, perhaps, more serious at the present time than in fally.

To have cared for such a dislodged population would have taxed the ingenuity and resourcefulness of any country, could it have devoted itself to it with singleness of purpose. But it must be remembered that this was only the third of the tremendous reponsibilities engaging Italy in November. It had to salvage an army and turn back an invasion with its remaining organized forces. "Although inveitably," to quote the committee, "there has been much confusion and suffering invertheless an enormous amount of effective and systems.

assistance has been given from the beginning to the end of the long and painful journey which these thousands of refugees have had to make, and plans have been inaugurated for incorporating them into the communities to which they have come or are on the way."

In its national railways and its prefectorial system, Italy had agencies through which to work, which without doubt lent themselves to the emergency better than any governmental machinery we possess in the United States. The prefectos are the executive heads of the provinces into which Italy is divided. In function they correspond somewhat to the governors of our states; in responsibility to central authority and in the size of the areas they are assigned to the United States district attorneys may afford a better analogy. The prefectos met by the Red Cross committee on its travels impressed them as men of ability, character and intelligence. They have facilities at their disposal and, as representatives of the ministry of the interior in the central government, they form a well-knit and unified system of administration through which the problem could be dealt with nationally.

The first element in that problem was that of transportation. A general secretary for civil affairs attached to the supreme command, and hitherto charged with administrating those districts in the Trentino and in the neighborhood of Trieste which had been wrested from Austria earlier in the war, acted as the connecting link between the military and civil authorities in getting the refugees out. The major decisions as to where they should be taken were made by the ministry of the interior in Rome, which communicated with the prefects and learned how many each province could care for.

The main stream came down through Padua and Modena. The railroads direct to the west were engrossed by the army, and refugees were sent by a roundabout way to Milan, which became the general clearing station for Turin, Genoa, Leghorn and the northwest. The main funnel, however, was through Bologna and Florence and thence through Rome to the south, until the stream was switched to the Adriatic coast lines. Perhaps 75,000 were sent to Naples and beyond, 25,000 of them to Sicily. Many Venetians were gotten out by ferry to Chioggia and then down the east coast. In this scheme of things the road which parallels the Apennines, crossing Italy from the southeast to the northwest, on the route of the old Emilian way, became an important carrier.

#### Refugees by Rail and Wagon

THOUSANDS of refugees left towns or countrysides of their own volition and at their own expense, by rail or wagon. The government's responsibility was for those carried by special train, and these were confined to the cars or to the wholesale lodging-places arranged at such general clearing stations as Florence and Milan, where they were cared for until they were sent on under instructions from Rome to the provincial capitals. Certain regions with special facilities for housing refugees, such as the Italian Riviera and the Adriatic coast. with their empty resort buildings, were large receivers. Distribution within a province, as between towns and villages, was in the hands of the local prefects, each of whom went through somewhat the same process in their districts as was carried out nationally. This was the system, but in the rush of the early days it did not always work smoothly, and there was confusion and clogging at various points.

The second element in the problem of the care of refugees is that of income. To the prefects also the central govermment sent funds to feed the refugees while en route, ar in asile, and to provide daily allowances of, on the average, one lina a day per person (the figure differed in different localities and according to the number of children in a family) once they were settled in houses or rooms requisitioned from the purpose. At that point also, responsibility for their supervision was generally shifted to the mayors of the communes, but the national government continues to provide the allocation and to be responsible for broad measures for meeting their needs, under a sociality created high commission.

#### Work of the Italian Societies

SUPPLEMENTING and cooperating with this government activity, many voluntary Italian agencies have worked with devotion and an intelligent grasp of the situation. Especially should be mentioned the Italian Red Cross, which threw open to the refugees its rest and first-aid rooms in the stations: ran asile as at Florence; drew on its supplies for blankets, bedding, etc., as at Milan; and in some districts, as at Catania. has been the agency most concerned with providing for the refugees away from the main urban centers. And especially also should be mentioned the Comitatos Civile, a loosely federated group of local organizations, created to develop various forms of aid for the families of soldiers. These have in many centers developed a wide range of social work and in some localities at once expanded their scope to care for refugees. Usually, however, a distinct committee, called by some such name as Comitato del Profughi, has ben formed under the auspices of prefetto or sindaco (mayor) to raise a relief fund and to carry on work through sub-committees on housing, employment and the like. Apart from these general organizations, personal leadership or group action has brought special activities into play or gave them color-such as a sculptor, in Rome, who has scarcely touched chisel since the war began; a bishop in Vincenza, the active chairman of a provincial committee for the protection of profughi driven down from the mountains; members of the old nobility in Sicily: and a Scotch Salvation Army adjutant who for four days, with the knot of people she could gather about her, ministered single-handed to the mothers and babies coming through Naples. It was to a granddaughter of Garibaldi, who had served throughout the war as a nurse, that the Red Cross gave funds to open a creche and playroom in Rome. so as to enable some refugee mothers to work; and to a daughter of Lombroso funds to care for refugee orphans in Turin. In Naples an active Friulian committee came into being through members of the local university faculty, themselves natives of Friuli; and an energetic committee of citizens of Venice, under the lead of a professor of international law at the University of Padua, also a Venetian, followed their refugee townsfolk to the sea-coast colonies and opened offices at Rimini. The organization which bore the brunt of the largest emergent demand and which in its systematic provision was outstandingly first, is the Umanitaria of Milan. with 60 per cent of its members made up of working people. The umanitaria doubled the capacity of its dormitories for immigrants at the station, erected tents in the yards, ran a large restaurant which handled thousands every day and served as many as 3,000 refugees at four o'clock in the morning, opened an infirmary with doctors and nurses, organized 100 students into four shifts of six hours each, to serve as aides on the station platforms, and cooperated with the municipal housing and employment bureaus, the labor exchange and agricultural society in a well-conceived scheme of placement and distribution.

## **Book Reviews**

SINGLE TAX YEAR BOOK

By Joseph Dana Miller. Single Tax Review Publishing Company. 466 pp. Price \$2.50; by mail of the SURVEY \$2.70.

This handsome and substantial single tax volume attempts "to cover with sufficient amplitude such facts of moment as may be deemed matters of reference, and to provide a world-wide survey of the movement." The strictly historical matter occupies approximately one-half of the book and is made up of contributions from more than a score of writers from various parts of the world. The remainder of the volume consists of a collection of miscellaneous information. including discussions of the relation of the single tax to public finance, to socialism, to labor unions, immigration, panics, and a number of other subjects. This will serve single-taxers as a veritable arsenal of arguments for future combats. The book is planned to supplement rather than to supplant the standard works of Henry George, Shearman, Fillebrown, Post and Young. It contains little that is new but much that has been widely scattered. Its publication reduces to a scant half dozen the books which one must read who desires a knowledge of the single tax philosophy, its history and its applications. This means that it will serve the movement well.

One must sympathize with the editor who attempts to manage a team of such impetuous and independent steeds as make up the single tax group. On the whole Mr. Miller appears to have proved a very successful whip, but there must have been some slight agitation when an old wheel-horse like W. S. U'Ren of Oregon emitted the following (p. 45): "Judging from the results obtained in British Columbia and other places north of the line, most of us do not helieve a mere exemption measure is worth a fight, even if we could be sure of its adoption. The chief result in the British provinces now seems to have been a boom in land speculation and necessarily higher prices for land." This, in a single tax publication, certainly makes interesting reading. But probably no one could decide whether the conflict is real or merely apparent when Dr. Wilcox insists (p. 238) that "the fundamental purpose of the single tax is not to lessen ground rents;" while beside him Byron W. Holt, after disposing of all other theories of crises with a light wave of the hand, announces that "prolonged industrial depressions can be explained by high ground rents and by them alone" (p. 252) and prescribes the single tax as the remedy.

The book, for the most part, appears to be reasonably accurate, and portions of it, notably Madsen's account of the situation in Great Britain and Young's bibliography, are exceedingly well done, There are occasional slips, however. For example. Mr. Clemens is mistaken when he reports that in Saskatchewan "an unearned increment tax is levied for provincial purposes" (p. 88). The 1907 act in this province levied a rate of 1 cent per acre and not 1 per cent (p. 87), as stated. Again, British Columbia does not, as one writer contends (p. 264), levy "an equal tax on all farm land whether it is improved or not."

The volume is a peculiarly interesting mixture and furnishes what is probably a very true cross-section of the movement today. There remains a great plenty of the dogmatism, the intolerance, the assertiveness in the absence of evidence and the "professor-baiting" that have been so characteristic of single tax literature in the past. There are also, however, some indications of the growth of the more moderate opinion which recognizes limitations and refrains from damning utterly those who are not persuaded of the truth of the entire gospel of Henry George.

#### ROBERT MURRAY HAIG.

THE INSTITUTIONAL CARE OF THE INSANE IN THE UNITED STATES AND CANADA—VOL. IV By Henry M. Hurd and others. The Johns Hopkins Press. 652 pp. Price \$5; by mail of the Surery \$2.25.

The fourth and final volume of The Institutional Care of the Insanc in the United States and Canada is a fitting companion to its predecesors. It contains an account of every such institution in Canada, arranged by provinces, and brief biographies of physicians and philanthropists who devoted themselves to this work.

The chapters on Canada are on the same scale as those in the three volumes concerning the United States, but the historical chapters are rather fuller. There is naturally a marked similarity in the development of the care of the insane, and Canada profited by the experience of her older sister. Conditions in the martitime provinces showed such shameful neglect as we had under the earlier systems, and improvement was also stimulated by the splendid crusade of Dorothea Dix. The institutions of the western provinces are among the best in the world. British Columbia has best in the world. British Columbia has

a special problem in caring for insane Asiatics, and the chapter on Quebec gives interesting particulars of the work done by religious societies.

The biographies are brief, and are disappointing because they do not mention living specialists. They seem to be culled from obituary notices, and carry the adage de mortuis nihil nisi bonum to excess, but some interesting controversies and picturesque personalities are recorded. Sister Théophile de Jésus, a French nun, is the only one of her sex to secure recognition, but some priests are recorded who are worthy to stand with Father Damien. Most of the biographies are of physicians and many show interesting similarities. The "remarkables," as old Cotton Mather would say, are the number of physicians of Scotch descent, the number who saw military service and the great average Those who died youngest longevity. were, for the most part, taken off by pneumonia or allied complaints, showthe defective ventilation of the earlier asylume

One phase of the Canadian chapters calls for commendation. In Canada there is such a contrast between the Anglo-Saxon and the French civilization that the descendants of these two main streams of population are usually ignorant of each other's achievements and virtues. It is a pleasure to record that even when religious and racial strife was bitterest, both factions cooperated in the care of the insane, and that in this book credit is impartially given to the work of the opposing creeds.

The final volume contains an index to all four volumes, which is surprisingly adequate without being unwieldy, and it also has a fine map, showing the locations of all the custodial institutions in the United States and Canada.

IOSEPH F. GOULD.

THE THEORY AND PRACTICE OF SCIENTIFIC MANAGEMENT

By C. Bertrand Thompson. Houghton

By C. Bertrand Thompson. Houghton Millin Company. 319 pp. Price \$1.75; by mail of the Survey \$1.82.

. America's contribution to the science of modern industry has been in the direction of large-scale production and of improved methods of shop control and organization. But neither in the matter of industrial research in the field of process or material, nor in the scientific organization of trade and marketing have we made progress that compares with that of our present military foe. Advance in all these directions at once, however, will be imperative from this time forth if we intend to sell goods in the world's markets in active competition with other nations. The prob lem of production has become a problem of scientific management with a vengeance.

It is unfortunate, therefore, that those whose prime interest is in matters of shop practice should have usurped the term "scientific management." when they write, as Mr. Thompson does, about the reorganization of shop methods, they give a discouraging impression of interests at once extremely local and restricted. They fail, as the present author fails, to relate their efforts to the larger problems of the generation. Their work suffers and loses a needed force and driving power by being seen in relation to no idea bigger than itself. In consequence, the present volume comes dangerously near to being a complacent and tidy book upon a subject in which there are still uncharted areas and over certain aspects of which controversy still rages.

The new science of management, even its most detailed shop aspect, has relation to problems of democratic control of industry, of fatigue, of overproduction, of trade unionism, to name only a few, which it is time its protagonists understood and dwelt upon with some statesmanship. It may be unfair to ask that scientific managers show some interest in problems of marketing, chemical research and other aspects of the problem of efficiency; but it surely is to be expected that in their chosen field their pronouncements and conclusions be clear and definite.

Despite its limitations, Mr. Thompson's book is nevertheless worth attention. It summarizes the achievements of the Taylor system: it makes available an excellent bibliography; it states with fairness the prevalent efficiency engineers' ideas about the workers and their unions. It is, indeed, a highly representative book. The only criticism which it is fair to make under these circumstances is of the rather narrow outlook of problems and interests which

ORDWAY TEAD.

COOPERATIVE MARKETING

it represents,

By William W. Cumberland. Princeton University Press. 226 pp. Price \$1.50; by mail of the SURVEY \$1.62.

The title of this book is misleading, for it covers only the methods of cooperative marketing in the citrus industry of California. As a monograph in that field the book easily displaces its predecessors, for it gives a clear, detailed, accurate statement of the forms and business methods of local associations, district exchanges, and the central exchange, and treats these matters more comprehensively than the works of Powell and other earlier writers.

The first chapter is the only one departing from the generally high stand-ard of the book. It contains loose expressions and unwarranted generalizations. The treatment of the subject is narrow, European cooperative types

are not mentioned. The cooperative laws and forms of other American states are ignored. The book has therefore slight value as a manual of general cooperative marketing.

TAMES FORD.

YOUNG FRANCE AND NEW AMERICA

By Pierre de Lanux. 153 pp. The Macmillan Company. Price \$1.25; by mail of the SURVEY \$1.35.

"America will reap the fruits of her clean, unaggressive, honest policy; her prestige everywhere is growing, which means immediate and concrete advantages. But America has to be revealed to herself with all that she contains." America as the leader of the world's advance guard of democracy, as the disinterested friend of the young, of those in every land and every clime whose hands and brains are shaping a new world out of the ruins of the old, is the view unfolded in the five chapters of this well-written book,

Ignorance of her own vital forces, ignorance also of other countries is yet holding back that influence which one day this republic will exert. Her vital movements in art and literature, no less than in politics and social reorganization, must be brought into a more intimate and fertilizing contact with those of the Old World, and more especially with those of the great sister republic. France. What these movements are and how they are weaving a new consciousness of mutual responsibility and recognition is told with an amplitude of apt quotation and with a charm which makes this contribution to the literature of foreign relationships a real source of inspiration.

AMERICANIZATION

Edited by Winthrop Talbot. 320 pp. H. W. Wilson Company. Debaters' Hand-book Series. Price \$1.50; by mail of the SURVEY \$1.62.

The number of inquiries on this subject recently received by the SURVEY would appear to make the publication of this handbook and annotated bibliography most timely and useful. The editor admits that he has been unable to crowd into this one volume all the subject matter which strictly speaking appertains to Americanization. He has succeeded, however, in elucidating by a sufficient number of quotations and extracts those phases of that process which just now hold public attention and permit of rapid progress in spite of war conditions.

The first part gives thirty-one texts on Principles of Americanism, including some unusually good recent contributions. The second part, Essentials of Americanization, lightly touches upon such varied aspects as assimilation of the Indian and American education in the Philippines, with a sprinkling of purely

inspirational poems and texts. Part three, dealing with the technique of race assimilation, gives a number of useful and authoritative writings on schools, libraries, the home, naturalization, living conditions, industry, and labor unions in this relation. B. L.

EDUCATIONAL SOCIOLOGY

By David Snedden. Teachers' College, Columbia University. Part I, 38 pp. Price \$.55; by mail of the Survey \$.58. Part II, 69 pp. Price \$.80; by mail of the Survey \$.85.

Dr. Snedden and Teachers' College have rendered a real service in making available this comprehensive analysis of so new a subject. Educational sociology is called by him a "hyphenated" subject. Its function is selective. It chooses those elements of sociology that are applicable to education, those portions of education that are assisted by the knowledge thus carried over, and makes the connection. The appearance of these studies so closely on the heels of Smith's Introduction to Educational Sociology (reviewed in the SURVEY for November 10, 1917), shows the gathering interest in what the hitherto individualistic practice of pedagogy has to learn from sociology. Dr. Snedden's treatment is stimulating to the student. Indeed, by the time one has read to the end he is half inclined to be generous and forgive the author for excluding from his bibliography the most widely known journal of social work printed in this country!

WDI.

DIRECTORY OF SOCIAL WORK FOR BALTIMORE AND MARYLAND, FOURTH EDITION Compiled by Baltimore Federated Chari

ties. 456 pp. Price \$1; by mail of the Survey \$1,10. The test of a successful reference book

is the quantity, quality and accessibility of its information.

The Directory of Social Work for Baltimore meets all three requirements. It not only lists descriptions of the work of local agencies, but contains state-ments about all of the more important national organizations, whether they have offices in Baltimore or not. The example of Baltimore in this respect might well be followed by other cities.

The information contained in the directory compares favorably in kind with those issued elsewhere. It is, moreover, unusually available. Even a stranger to Baltimore and to social work will have no difficulty in using this book. Brief explanatory notes introduce the newcomer to the topical index, which is effectively grouped, to the alphabetical list of the agencies, and to the list of churches which forms part of the directory. The title of the book is changed from Baltimore Charities Directory, and is an improvement in accordance with the new name of the National Conference of Social Work. K. de S.



"STEP LIVELY, PLEASE" IN SOPRANO

"EAT! Did you say eat? I can't get enough." Thus the trolley girl, coming in pink-cheeked from a fourhour run on a snapping cold day. They seem to be having the time of their lives. these girl conductors on the New York surface lines. Recruited from department stores and factories, laundries and domestic service, the outdoor life has proved a stinging tonic. There's the excitement of the streets, the zest of being captain of your craft-"Watch me make 'em step lively," said one girl-the trig new uniforms and the smiling approval of the passengers.

But most of all, there's the wages, Heretofore they have been ten- and twelve-dollar-a-week girls. Now they get twenty-seven cents an hour, which, for a ten-hour day, adds up to sixteen dollars or more a week. This is equal pay for equal work.

All of this, however, fails to reckon with the very serious drawbacks of conductoring for women-the long hours of standing, the nervous excitement of piloting even a rail-bound vehicle through crowded streets, the irregularity of the hours and the night work. These same girls, if they worked in a factory or a mercantile establishment, would be limited to nine hours a day and fifty-four a week, with one day of rest in seven and no night work.

Women are newcomers in transportation. The New York City Consum-ers' League will seek to protect them from the start by introducing in the legislature a bill extending to them the mercantile and factory provisions of the law. It is generally believed they have come to stay in spite of the opposition of organized labor, which denies the shortage of male labor set forth by the companies as the reason for employing them, and charges further that the companies are seeking cheap, docile and unorganized workers; that there are many unemployed men in New York today, many of them heads of families. Every woman thus employed on the street railways makes it more difficult for these men to find work. The effect of the employment of women therefore may be an increase in the unemployment problem, as well as a lowering of the wage scale.

About 300 women are working for the New York Railways Company on twenty lines. They must be between 21 and 45 years of age, pass a physical examination and take a short course in the company's school, followed by five days' work under coaching, with pay. The working day is of ten hours, distributed over a period of twelve or fourteen hours, the shifts starting at 5 A. M., 11 A. M. and 6 P. M. At meal time there is a break of from one and a half to three hours

On the Brooklyn Rapid Transit Company's lines, a typical day's work would be more broken-from 6 to 9 A. M. and from 4 to 7:30 p. M .- but fewer hours of actual work. About one thousand women in all work in Brooklyn, the greater number of them ticket-sellers. who have been thus employed for some years, some car-cleaners, about two hundred guards on subway and elevated trains and one hundred and fifty conductors on the surface. The guards get twenty-four cents an hour, the surfacecar conductors twenty-seven cents. On the Hudson and Manhattan Railway Co., operating the McAdoo tube to New Jersey, the twenty women guards are paid the same as the men-twentyfour and one-half cents an hour for a nine-hour day. All of the lines mentioned are establishing rest and recreation rooms and all will advance wages for length of service as they do for men.

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NEGROES AND ORGANIZED LABOR

DISCRIMINATION against Negro workmen by society and by labor unions and exploitation by employers were among the topics discussed last week at the conference in New York of the National League on Urban Conditions among Negroes. Officers of Negro welfare associations and employment agencies told of skilled Negro workers who, denied opportunity to work at their trades, were compelled to seek employment in unskilled occupations at lower pay. Others, from northern states, spoke of the total lack of skill of many of the Negroes who have recently migrated from the rural sections of the South to the North, and of the necessity of training them before they were fitted for any sort of work.

The attitude of the American Federation of Labor toward the Negro and the proper attitude of the Negro toward the federation was freely discussed. George E. Haynes, professor of Sociology at Fiske University, Nashville, Tenn., reviewed the attitude of the American Federation of Labor. He said that in 1897, 1902 and again in 1917 the federation had adopted resolutions of a friendly nature, emphasizing the desirability of organizing the colored people. The individual affiliated organizations had taken a different attitude, however, In 1902, for example, the International Union of Stationary Engineers voted not to accept Negroes as members,

Delegates to the conference from various cities reported that, whatever the attitude of the international unions, the locals will not accept Negroes as members. In Chicago, one delegate reported, the leaders want the Negro to come in, but the rank and file will not allow it. Even where Negroes have forced their way into unions they are often kept from working.

There was some difference of opinion as to the attitude that the Negroes should take toward the unions. Wherever there is any disposition on the part of the unions to admit the Negro, one delegate asserted, it is because they are

looking out for their own interests, not his. "Let the unions come in with clean hands." said this delegate, and then the Negroes will feel like joining and not before. Other delegates pointed out that there was a reasonable ground for a suspicious attitude on the part of the unions, because Negroes sometimes take the jobs of men on strike. "The Negro cannot afford," said a delegate from Virginia, "to be known as a scab and a strike-breaker. Whatever the motive of the unions may be, when they are willing to admit Negro members it is wise to accept the invitation, if it means protection." To this the first delegate replied that in many cases the only chance a Negro ever had at a decent job was to go in as a strike-breaker, and that is because union members, as well as other white men, have prevented Negroes from working at trades which they were competent to follow.

Professor Haynes, in closing the discussion, declared that the Negro believes in collective bargaining. He laid stress on the possible concilatory influence of the Negro, and said that a new industrial opportunity is being offered him just at a time when labor and capital have struck a truce in order to win the war. At this stage in the development of the nation and the world, he said, the Negro is asking that greed and paternalism on the one hand and race discrimination on the other shall both be abblished.

Resolutions adopted ask the American Federation of Labor to accord the same rights to Negroes that they claim for their white members and to include in its membership skilled and unskilled Negro women and men; and urging the appointment of "one or two competent Negroes" to serve in each of the bureaus of the Department of Labor by assisting in the adjusting and distribution of Negro labor.

### WAR CHARITIES MERGED FOR ECONOMY

HE all but countless list of war A charities, committees and funds may be sharply reduced with a consequent increase in efficiency and coordination and a decrease in overhead expense as a result of two new organizations incorporated under the laws of New York last week. The first of these is the French Heroes Lafayette Memorial Fund. Inc., and the second the National Allied Relief Committee. Both have offices at 360 Madison avenue, New York city, and the prime mover in both is John Moffat of New York, who has been active in war-charity work and was the originator and director of Heroland.

The French Heroes Lafayette Memorial Fund, Inc. (combining two previous organizations of similar name), has for its chief purpose the purchase of Lafavette's birthplace-the Chateau de Chavaniac-Lafayette, situated in the commune of the same name. St. Georges d'Aurac, Haute Loire, France, with adjoining property. Here it is proposed to establish a permanent memorial to Lafavette and the Frenchmen who served with him in the American Revolution, collecting appropriate historical objects of that war and of the present one. The committee will continue the sanatorium. the orphanage and school now operated at the chateau and may, by the terms of its bylaws, establish anywhere in France these and similar "institutions for the relief and care of crippled, maimed, blinded or sick soldiers, and homeless or destitute or tuberculous women, and for the relief or education of children."

Each of the institutions now in existence has its separate French committee —Leon Bourgeois is chairman of the sanatorium Mrs. Edward Tuck of the orphanage and M. Painlevé, recently prime minister, of the school—and the chief function of the fund in this country will be the raising of funds. Among the directors are Frederic R. Coudert, James M. Beck, John G. Milburn, George von L. Meyer and President Hibben of Princeton.

The National Allied Relief Committee. Mr. Moffat states, has taken over the raising of funds for the following: the Belgian prisoners in Germany, with headquarters at Havre and practically a branch of the Belgian government: La Bien-etra du Blessé, of which the Marquise d'Andigné is the active head in France: the Millicent Sutherland Ambulance Hospital in France; the Paignton Hospital; the fund for training disabled British officers: the Allied Home for Munition Workers in London; the war charities of the queen of Belgium, and various others. Mr. Moffat states that already a reduction in expense has been achieved through a cutting down of circularizing and through winding up the affairs of two or three committees whose functions-almost entirely the raising of funds-can be performed by others

As a general principle, Mr. Moffat states, the committee will merely raise money to be transmitted for use abroad. Under its articles of incorporation the committee is authorized "to amalgamate under the management of this corporation various committees which have been and are now engaged in raising and receiving funds by voluntary contribution for various kinds of war relief among the armies and peoples of the United States of America, Great Britain, France, Belgium and Italy and their allies in the present war;" to raise and disburse funds directly or on behalf of any constituent or allied committee or to act as its agent.

Charles W. Eliot is honorary presi- cently offered a prize of \$500 for a text-

dent and Norman Hapgood, president; Edwin G. Merrill is chairman of the National Committee and John Moffat vice chairman. Vice-presidents and members of the committee include prominent men and women who have been active in war relief work, governors of states, college professors and preachers.

### PROSPERITY AND PROGRESS IN PERU

PERU, some ten years ago, entered a period of political and economic stability which has made possible a rapid development of her natural resources and of transportation facilities without which her vast potential wealth remained locked up in mountain fastnesses. Just now, owing to the world's demand for the materials which that country has to offer, it is enjoying a period of unprecedented prosperity. It is true there were political disturbances at the beginning of last year which may or may not have originated from German machinations: nevertheless, owing to the prudent financial administration of the state and to the enterprise of her commercial classes, it is looking back upon a year of greatly increased trade and industrial advance simultaneous with a notable reduction of the public debt.

The abnormal demand for labor and the world-wide publicity given a few years ago to the abuses which then prevailed in the rubber plantations and mining regions have led to a considerable improvement in labor conditions. The plantation laborer, more particularly, has been given greater security and freedom by recent legislative enactments.

In spite of these improvements, however, the condition of Indian aborigines is still deplorable in many districts. Recent numbers of El Deber Pro-Indigena, a monthly publication edited at Lima by Dora Mayer, give instances of apparent cruelty and unfairness in the treatment of natives by government officials. The society for the protection of the aborigines, of which this lady is an officer, feels that the administration of the country is not representative of the poorer classes and is making a strong effort to bring their needs to public at tention.

Voluntary charity is strongly developed in Peru, and there are many societies for the assistance of the sick and destitute, some of them heavily endowed, and most of them under religious (Roman Catholic) auspices. A great evil, both among the aborigines and among the poor whites, is that of intemperance. The government, stimulated by similar movements in other countries, is now attempting to combat it by a vigorous propaganda and has, for instance, recently offered a nize of \$500 ing a text.

book on temperance suitable for use in the public schools.

Educational opportunities are decidedly underdevloped; but here also reforms are under way. Thus the government has initiated a system of scholarships entitling students from various parts of the country to undergo a course of study at a technical school in Lima. All the expenses are met by the national government, but the student, in return, must bind himself to serve the government for a period equal to the term of scholarship.

# WAR, PEACE AND SOCIAL

"R ESPOND to the emergency of war; prepare for the emergency of peace"-these were two rallying calls of the fourth annual convention of the Vocational Education Association of the Middle-west, held in Chicago, January 24-26. With surprise some of the teachers who heard one call were made to realize that even education must answer the demands of a country at war. Others took up this idea with such unqualified enthusiasm that it almost seemed as if they felt the need of justifying education by proving its immediate practi-cability. But the great majority of thoughtful men and women who attended the conference found under the leadership of its speakers a more fundamental defense of the two principles stated above, and a more creative ideal to guide them.

Exchange of experience showed that the response of the schools to war needs has already grown to large proportions. Burridge D. Butler explained the organization of the Boys' Working Reserve, which plans to place high-school boys on farms for the summer holidays, with a careful "follow-up" system to see that both the boy and the farm profit by the experience. To make it possible for city boys to give intelligent service on farms, the Lane Technical High School of Chicago is offering courses this winter in first essentials of farm life, such as the care and harnessing of horses, which have become habit to the country boy but which are strange and appalling problems to the average city boy. In many schools the girls are making a large and steady output of Red Cross goods. Convinced that the boys also could help the Red Cross, the Lane school worked out models and blueprints for stretchers, invalid tables and other useful articles which could be made in the school shops by the boys.

The steadily growing plans for developing vocational education along sound psychological and economic lines were brought out by Helen T. Woolley, director of Cincinnati's Vocational Bureau; Anne S. Davis, vocational advisor of the Chicago Public Schools, and by the discussion of the Smith-Hughes

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bill and the work of the Federal Board for Vocational Education. But inevitably most of the discussions swung back to the problem of the vocational school in relation to the war and to after-war conditions. The re-education of the crippled soldier, including the description of England's plan of placing these men in homes for crippled children, giving each man for work-partner a child with a disability similar to his own, was the most concrete problem of this type.

The uniting of social service with educational function was the most in-

spiring idea that grew out of the convention. This came forcefully from Prof. John Dewey and Prof. Arthur D. Dean, both of Columbis University. Dr. Dean, who is professor of vocational education in Teachers' College, urged that all high schools give over regular school time each week to Red Cross work, devising various forms of work for the younger and older boys and girls. He showed the possibility of invigorating the all too formal manual training work by this absorbing social motive, and he embhasized the ethical

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# NATIONAL CONFERENCE OF SOCIAL WORK 315 PLYMOUTH COURT, CHICAGO, ILL.

value for the child and the community of the school's recognition of the function of such work in its daily curriculum.

Professor Dewey analyzed the tremendous potentiality within some of the machinery, if it were guided with vision, for the building of a wiser future democracy. Recalling William James' es-say on The Moral Equivalent of War, in which a "conscription for peace" is urged, Professor Dewey disclosed the op-portunity for using the mechanism of compulsory military training for the purpose of a great nation-wide training for social service. The provision in the New York law establishing state-wide military training that permits the substitution of various "equivalents" for military training, along the lines of socially valuable vocational training, was cited as the advance guard of a wider movement. He suggested that teachers and all others who believe in constructive education unite to work towards the realization of this stirring idea, a nationwide training, including all young men and women, for social service in the United States. The creating of a workable plan for its fulfillment now. while the mechanism is still flexible, is a challenge to all people who see in education the hope of democracy.

### TO SAVE 100,000 BABY LIVES THIS YEAR

A MERICA'S second year in the Year." The goal is to be "Children's Year." The goal is to be the saving of 100,000 lives ordinarily sacrificed to infant diseases. Plans to this end have just been announced by the federal Children's Bureau, of which Julia C. Lathrop is head.

April 6 is the anniversary of Ameri-

ca's entry into the war and the inauguration date of this new campaign. Following the methods of raising both our armies and the money for the Liberty loan, each state will be assigned a definite quota of the 100,000 lives to save. State councils of defense and the state women's committees are being called upon to be responsible for the state quotas.

Each year 300,000 American children under five years of age die. Public health authorities, says the Children's Burcau, agree that half of these deaths are easily preventable. To inaugurate "Children's Year" a nation-wide weighing and measuring of babies and children of pre-school age will be made. No such general test of the well-being of children has ever been attempted, says the bureau. "It will show each community what its children need if the men of the rising generation are to be free from the physical defects which the draft has revealed."

The actual methods by which lives are to be saved during the twelve months are those whose effectiveness has already been demonstrated. Briefly, they are described as follows:

"The registration of births so that there may be an immediate record of every child born; and nursing and medical skill may be provided wherever family income does not permit its being secured independently.

"For every mother prenatal care, necessary care, of doctor and public nurse at confinement, and after care.

"Children's conferences where well babies can be taken periodically to be weighed and examined, and clinics where sick children may be given medical advice.

"The organization of state and city

divisions or bureaus of child hygiene.
"The guarding of the milk supply, that every child may have his quota of clean, pure milk.

"An income making possible decent living standards."

# RESULTS OF THE ADAMSON

W HEN the country was threatened with a general strike on the railroads in the fall of 1916, the reply of the managers to the demand for a basic eight-hour day was that if they yielded the men would not get an eight-hour work day and that it would cost the railroads anywhere from fifty to sixty million dollars annually. In the report just issued by the Goethals commission, which was appointed to observe the operation of the Adamson law, it appears that the managers were reasonably correct. The report, which is based on figures for the month of January, 1917, states that few men outside of the freight yards have had their hours reduced and the cost to the railroads in extra or overtime payments has been at the rate of sixty-one million dollars,

The Adamson law, it will be remembered, does not establish an eight-hour bered, loss not establish an eight-hour day. It declares eight hours to be "a day's work, and the measure or standard of a day's work for the purpose of reckoning the compensation," and it provides for pro rata payments for overtime. In a summary of the report of the Goethals commission appearing in the United States Official Bulletin, it is stated that a reduction in hours of work to eight has been enjoyed by over 11,000 yard crews. Continuing, the report states:

"In road service the reduction in hours has been slight. Where hours have not been reduced the law has had the effect of increasing wages.

"In road freight service the increase in wages averages about 15 per cent and in yard service about 25 per cent. Where, however, there has been an actual reduction in hours, the total pay of the individual worker is not necessarily increased by the eight-hour law, and his pay may actually be less than it was in the year 1916, before the law became effective.

"A detailed study of the payrolls indicates that 12.6 per cent of the employse in the classes named received no increase in pay in January, 1917, under the eighthour law; 30.2 per cent received less than \$10 per month increase; 22.7 per cent received from \$10 to \$20 a month increase, and 34.5 per cent received \$20 or more per month increase. These figures are subject to modification to the extent that hours of work have subsequently been reduced."

One of the sections of the Adamson law provides that pending the report of the commission and for thirty days

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Monthly Magazine \$1.50 MARGARET SANGER, Editor

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thereafter the standard of wages shall not be reduced. It could not have been foreseen when that law was enacted that before its expiration the United States government would be operating the railroads. The Goethals report was made public January 24. On January 29 a Railroad Wage Commission named by W. G. McAdoo, director-general of railroads, began to hold public hearings for the purpose of investigating the subject of wage demands on railroads.

The commission consists of Franklin K. Lane, secretary of the interior; Charles C. McChord, member of the Interstate Commerce Commission; J. Harry Covington, chief justice of the Supreme Court of the District of Columbia: and William R. Willcox, of New York.

Nothing could be more indicative of the change that has taken place than the coincidence in time between the completion of the labors of the one commission and the beginning of the work of the other. The Adamson law, which created the Goethals commission, was passed under the influence of a controversy which for magnitude and potential danger to the public exceeded anything previously known in the history of the country. The Lane commission, on the other hand, begins its work in an atmosphere of impartiality and goodwill that could not possibly exist under any other circumstances than government control, with the consequent elimination of the element of contest between employer and employe.

In a statement at the opening of the public hearings. Chairman Lane said: "This commission understands that its duty is not to sit as a body of judges to determine a contested case as between the employers and their employes." The chairman pointed out the necessity of making the railroads serve the public needs in the highest possible degree now that the country is at war. "To this end," he said, "it is fundamental that the employes should feel that a spirit of justice animates the government. We should seek to give not what may be forced by contest, struggle, intimidation and coercion, but what is fair, all things considered. This is our attitude. We look at the problem before us as not what does organized labor or unorganized labor demand' but what with war upon us and living costs as they are, should be the compensation given for the services rendered.

For the first time in an inquiry preceding an adjustment of wages on the railroads all of the employes are to be given a hearing. Said Secretary Lane: There are 1.800,000 employes on our railroads. Some are organized and have The great great power for self-help. majority, more than two-thirds, are, however, not organized. We shall consider both classes, and upon an equal

footing, so far as that may be practicable. This very statement of the number emploved makes evident the unparalleled size of the task that is before us. If with this fact is considered the extent of the territory covered and the significance of the different conditions obtaining in the varying sections of the country, it will at once be realized that no such hearing as this has been held before nor one that carries such possibilities in affecting for good or ill the mass of our workers in all industries and the part they will play in carrying on the pressing duty of making war with characteristic America energy, enthusiasm, and masterfulness."

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If you know the name of the agency or organization, turn direct to the list-ings (3d column) for address, corre-sponding officer, etc. [They are ar-ranged alphabetically.]

If you seek an unknown source of information, turn to the subject index, following. The initialings correspond to capital letters in names of agencies.

If you want to know the agencies at work in any great field of social concern, turn also to this index. [They are grouped under major subject clas-sifications, as "HEALTH," printed in capitals.]

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FATIONAL TRAVELERS AID SOCIETY—Gibert Colgate, pres.; Reab Taggart, treas.; Oria C. Baker, see'y; rooms 20-21 465 Lexington Ava., New York. Composed of non-commercial agreedint interested in the guidance and protection of travelers, especially women and gris. Non-sec.

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Two Days in Venice By Paul U. Kellogg The Plight of a City Cut Off from Supplies, Its Industries Stopped Like a Clock That Has Run Down

# PAMPHLETS

Pamphlets are listed once in this column without charge. Later listing may be made under CURRENT PAMPHLETS (see page 555).

### CIVICS

EXPERTS, ETHICS AND PUBLIC POLICY IN PUBLIC UTILITIES. By Delos F. Wilcox, Municipal building, New York city. Reprinted from National Municipal Review.

THE FUTURE OF PUBLIC UTILITY INVESTMENTS. By Delos F. Wilcox, Municipal building, New York city, Reprinted from the Annals of the American Academy of Political and Social Science, Philadelphia.

DISTRICTING AND ZONING—WITAT IT IS, WHY PITTSBURGH SHOULD DO IT. Second bulletin issued by the Municipal Planning Committee, Civic Club of Allegheny County, Keenan building, Pittsburgh. 5 cents.

Keenan building, Pittsburgh. 5 cents. THE HOLSING PROBLEM. By Clarence C. Killen, secretary, Chamber of Commerce, Wilmington, Delaware.

THE WAR REVENUE ACT OF 1917. By Roy G. Blakev, University of Minnesota, Minne-apolis. Reprinted from the American Economic Review.

SHIFTING THE WAR BURDEN UPON THE FUTURE. By Roy G. Blakey, University

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Hon. E. Y. Webb, of North Carolina. Government Printing Office, Washington, D. C. The Ferishism of Liberty. By Harry Waton. Published by the Marxian Philosophical Society, 201 West 142d street, New York city. Prices on application.

### EDUCATION

PRACTICE TEACHING FOR TEACHERS IN SEC-ONDARY SCHOOLS. Bulletin, 1917, No. 29, Bureau of Education. 10 cents from Superintendent of Documents, Government Printing Office. Washington, D. C.

Superintendent of Documents, Covertiment Printing Office, Washington, D. C. A STUDY OF SCHOOL RECESSES; No. J. War Extension Service No. 3. University of Virginia Record Extension Series, Charlottesville, V4.

MECHANICAL AND TECHNICAL TRAINING FOR CONSCRIPTED MEN. (Air Division, U. S. Signal Corps.) Bulletin No. 4, Federal Board for Vocational Education, Washington, D. C.

EMERGENCY TRAINING IN SHIPBUILDING: EVE-NING AND PART-TIME CLASSES FOR SHIPPYARD WORKERS. Bulletin No. 3, Federal Board for Vocational Education, Washington, D. C.

TRAINING FOR PHILANTHROPIC SERVICE. Bulletin No. 4 of the University of Chicago, Chicago.

INSTRUCTION IN THE UNITED STATES GIVING INSTRUCTION IN AGRICULTURE, 1915-16. Compiled by A. C. Monahan and C. H. Dye, Bureau of Education. Bulletin, 1917, No. 34, Bureau of Education. 15 cents from Superintendent of Documents, Government Printing Office, Washington, D. C.

A COMPARISON OF THE SALARIES OF RURAL AND URRAN SUPERINTENENTS OF SCHOOLS, COMPANIED AND A C. Monahan and C. H. Dve, Bureau of Education. Bulletin, 1917, No. 33. 10 cents from Superintendent of Documents, Government Printing Office, Washington, D. C.

SOCIAL SURVEYS OF THREE RURAL TOWNSHIPS IN IOWA. By Paul S. Pierce. University of Iowa Monographs, First Series, No. 12, Iowa City. 50 cents.

### HEALTH

VACCINATION AGAINST SMALLPOX: THE KIND OF VACCINE TO USE AND HOW TO USE IT. Reprint No. 435 from the Public Health Reports. 5 cents from Superintendent of Documents, Government Printing Office, Washington, D. C.

THE NOTIFIABLE DISEASES—SMALL CITIES, 1916. Reprint No. 421 from the Public Health Reports. 5 cents from Superintendents of Documents, Government Printing Office, Washington, D. C.

PUBLIC HEALTH ADMINISTRATION IS QUINCY, ILL. By Carroll Fox, surgeon, United States Public Health Service. Reprint No. 427 from Public Health Reports. 5 cents from Superintendent of Documents, Government Printing Office, Washington, D. C.

eriment Printing Office, Washington, D. C. The Lieffitho of INOUSTRIAL ESTABLISH-MENTS, By Davis H. Tuck, assistant physicist, United States Public Health Service, Washington, D. C. Reprint No. 429.

DIPHITHAL—AN E-PRIMIC, PROBAGY OF MILK OBRISK, AT NEWFORT, R. L., AND VI-CENTY. By G. W. McCov, director Hygienic Laboratory, and Jaseph Bolten, passed assistant surgeon United States Public Health Service, and H. S. Bernstein, pathologist, Rhode Island State Board of Health. Reprint No. 430 printendent of Documents, Government Printendent of Documents, Government Prining Office, Washington, D. C.

THE DIAGNOSS OF POLIONYELITIS. By J. P. Leake, passed assistant surgeon, United States Public Health Service. Reprint No. 431. 5 cents from Superintendent of Documents, Government Printing Office, Washington, D. C. THE MATERINIA AND INFANT MORTALTY MID-

THE MATERIAL AND INFANT MORTALITY MID-WIFERY PRACTICE IN NEWARK, N. J. By Dr. Julius Levy, Newark, N. J. Reprinted from the American Journal of Obstetrics and Diseases of Women and Children.

### INDUSTRY

SIMIL, THE INTESTATE COMMERCE COMMISSION AND THE STATE PUBLE UTILITY COMMISSION FOR WHOSE ON THE RAILEMEND AND ON LOCAL PUBLE UTILITIES? By Delos F. Willow, Municipal building, New York city. Reprinted from the Annals of the American Academy of Political and Social Science, Philadelphia.

PUBLIC REGULATION OF WAGES, HOUSE AND CONDITIONS OF LABOR OF THE EMPLOYS OF PUBLIC SERVICE CONFORMATIONS. Submitted to the meeting of the National Municipal League at Springfield, Mass., November 24, by the committee on franchises, consisting of Delos F. Wilcox, chairman, New York; William M. Leiserson, Toledor, Robert Terat Paine, Boston; Horatio M. Robert Terat Paine, Boston; Horatio M. Philadelphia; Clinton Rogert Woodruft, Philadelphia; Clinton Rogert Woodruft, Philadelphia, Reprinted from National Municipal Review, Philadelphia

### INTERNATIONAL

THE THEEAT OF GERMAN WORLD-POLITICS. By Harry Pratt Judson, professor of international law and diplomacy, president of the University of Chicago. University of Chicago War Papers, No. 1. 5 cents.

THE WESTERN KENTUCKY TORNADO. A report on the relief work of the American Red Cross, compiled by E. Douglas Roberts, superintendent, the Associated Charities, Louisville, Kv.

### MISCELLANEOUS

You Should Know About Credit Unions. A manual published by the Massachuseits Credit Union Association, 78 Devonshire street, Boston.

THE JEWISH PEOPLE—A SPIRITUAL FORCE. A lecture delivered under the auspices of the Jewish People's Relief, by J. L. Magnes, 356 Second avenue, New York city.

### BOOKS RECEIVED

Psychology, By Burtis Burt Breese, Chas. Scribner's Sons. 482 pp. Price \$1.60; by mail of the SURVEY \$1.72.

ALANCE-LORRAINE. By Daniel Blumenthal. G. P. Putnam's Sons. 60 pp. by mail of the Survey \$.80.

THE MANUAL OF INTER-CHURCH WORK. Edited by Roy B. Guild. Missionary Education Movement. 221 pp. Price \$.60 postpaid.

Sons of ITMLY. By Antonio Mangano. Mis-

sionary Education Movement. 234 pp. Price \$40 paper, \$60 cloth; by mail of the Survey \$45 and \$68. PRINCIPLES GOVERNING THE RETIREMENT OF

PUBLIC EMPLOYEES. By Lewis Meriam.

D. Appleton & Co. 461 pp. Price \$2.75; by mail of the Survey \$2.87.

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BALDNESS. Its Causea, Its Treatment and
Its Prevention. By Richard W. Muller.

E. P. Dutton & Co. 178 pp. Price \$2; by
mail of the SURVEY \$2.10.

Democracy After the War. By J. A. Hobson. Macmillan Co. 215 pp. Price \$1.25; by mail of the Survey \$1.33.

THE UNMARRIED MOTHER. Criminal Science Monograph No. 3. By Percy Gamble Kammerer. Little, Brown & Co. 342 pp. Price \$3; by mail of the Survey \$3.15.

To Arms, By Marcelle Tinayre, Translated by Lucy H, Humphrey, E, P, Dutton & Co. 292 pp. Price \$1.50; by mail of the Survey \$1.62.

THE TEACHING OF ECONOMICS IN HARVARD UNIVERSITY. Harvard Studies in Education, Vol. III. By Division of Education, Harvard University Press. 248 pp. Price \$2; by mail of the Survey \$2.12.

MARKETING AND HOUSEWORK MANUAL, By S. Agnes Donham, Little Brown & Co. 241 pp. Price \$1.50; by mail of the SURVEY \$1.60, WANDER-SHIPS. By Wilbur Basset. Open

WANDER-SHIPS. By Wilbur Basset. Open Court Publishing Co., 125 pp. Price \$1.50; by mail of the SURVEY \$1.60. THE PROGRESS OF CHURCH FEDERATION. BY

Charles S. Macfarland. Fleming H. Revell Co. 191 pp. Price \$1; by mail of the SURVEY \$1.10.

AMERICANIZATION. Handbook Series. Compiled and edited by Winthrop Talbot. H. W. Wilson Co., 320 pp. Price \$1.50; by mail of the SURYEY \$1.62.

THE RURAL TEACHER AND HIS WORK. By Harold Walstein Foght. Macmillan Co. 359 pp. Price \$1.40; by mail of the SURREY \$1.52.

DISASTERS AND THE AMERICAN RED CROSS IN DISASTER REILEF, By J. Byron Deacon. Russell Sage Foundation. 230 pp. Price \$.75; by mail of the SURVEY \$.81,

THE CHURCH AND THE CROWD. By Richard Wallace Hogue. Fleming H. Revell Co. 84 pp. Price \$66; by of the SURVEY \$65.
STATISTICS. By William B. Bailey and John Cummings. A. C. McClurg & Co. 153 pp. Price \$60; by mail of the Survey \$65.

A CRUSADER OF FRANCE. Letters of Captain Ferdinand Belmont. Translated by G. Frederic Lees. E. P. Dutton & Co. 365 pp. Price \$1.50; by mail of the SURVEY \$1.62.

THE EMANCIPATION OF THE AMERICAN CITY, By Walter Tallmadge Arndt. Duffield Co. 311 pp. Price \$1.50; by mail of the Survey \$1.62.

ARMA VIRUMQUE. By Robert Withington. Hampshire Bookshop. 32 pp. Price \$25; by mail of the Survey \$28. FIFTY YEARS OF AMERICAN EDUCATION. By

Ernest Carroll Moore. Ginn & Co. 96 pp.
Price \$.80; by mail of the Survey \$.86,



# Two Days in Venice

By Paul U. Kellogg

HOSE who know and love the lagoons tell us that in the old days of Venice, no pile was driven without a chaunt, sung by the drivers as they hauled at the it fell. The chaunts were a curious mixture of sentiment, of bits of local color, of scraps of history, sacred and secular, reaching back to the conflicts with Greek and Turk—and of the work in hand. Venice is built on such piles, driven into the clay hide that has borne her for a thousand years above unfathomed depths of watery quicksand.

I find that my impressions of two days spent in Venice in mid-November, with the guns of her eighteenth-century overlords sounding scarcely twelve miles away at the mouth of the Piave are a mixture very much like one of these old chaunts. And indeed our work in hand was to help drive some shafts of succor into the uncertainties that surrounded a large rem-

nant of her civilian population.

We had been assigned by the Red Cross commissioner for Europe to make a quick survey of the needs of refugees throughout Italy. The great asili at Florence were still filled with thousands of them, sleeping on the floors, with scant coverings and often with little between them and the stones, Train-loads of contadini were still making their slow way down the Adriatic coast line to southern Italy, men, women and children crowded so close into the freight cars that many had to stand. And there was every prospect that the first wave of fugitives was about to be followed by a second and greater Rumor had it in Rome that the army headquarters were falling back to a new line as they had fallen back from the Tagliamento a few days before, and that it would be only a matter of hours when Venice would be in the hands of the Austrians or under siege. Events, galvanized by the spirited resistance of the Italian armies along the Piave, proved these forecasts mistaken; but without them in mind, you would not get the feel of the situation, as we felt it when we crossed the agoon and through the car windows saw the domes and towers of the city before us; and when, a little later, an old anziero helping us with his hooked pole we clambered into

We had made the night trip down from Rome in an ordinary compartment, filling up the space between the seats with

suitcases and getting such sleep as we could in our overcoats. I was accompanying the two American social workers who had set the standards for emergency relief at San Francisco and in the Ohio floods, one now chief of American Red Cross work for refugees in France, the other the organizer of Red Cross help for the Belgian refugees in Holland in 1914 and now Red Cross commissioner to Belgium. With us was a lieutenant of the Bersaglieri, assigned to us as laison and interpreter by the Italian war department. And not least, my old leather brief-case, which has carried many SURVEY manuscripts home for night reading, but which now bulged as never before with 300,000 lire, mostly in notes of from five to fifty lire. For in this emergency, traffic lines congested with troops and military material, and the Venetian banks closed, more bulky supplies were out of the question and drafts or even large bills were useless

In Rome we had been in conference with the Red Cross executives from France (who were serving as an emergency commission), the American ambassador, Americans in residence and members of the ministry. With the representative of the Associated Press we had called on Luigi Luzzatti. former premier and member of Parliament from Venezia. who had just been appointed high commissioner for profughi (Italian for refugees) and was charged with developing a permanent plan of government assistance. We found him in his apartments and passed through rooms stacked with papers and official-looking documents, and our first thought was that these were themselves treasure trove from Venice. But it turned out that this was the customary environment of their master, whom we came upon, like some antiquary in the midst of his collections, standing in a further and larger room. Here were tables, desks, cabinets, heaped two feet high with such litter, shelves lined with paper-covered books, books stacked in front of the shelves and wedged in on top of other books in defiance of all librarians.

And the man before us looked nothing less than some old doge of Venice, stepped out of the Middle Ages. His hair was white and long over his collar; heavy black eyebrows contrasted with white beard; he wore a skull cap, and a muffler hung down from his neck like a stole. Unhappy man, he said, that in his age it should fall to his lot to be charged with the evacuation of his native district. But with that, he



THE BRIDGE OF SIGHS

fired to his task, and talked brilliantly of the war, of statesmanship, of America's part in arms and in civilian aid. Of the refugees he said: "To give all labor and not all alms is my problem." And in his quick mind and vehement speech we could gather why, however much of the actual task of administering a comprehensive system of care for the refugees might fall to his younger associates, this venerable senator and member of ministries from the stricken district had been chosen as embodying in the public imagination the care and provision which the government had set itself to give. And in a sense he stood for another force in modern Italian life, of which Americans are, for the most part, unconscious, For -such have been the tremendous mutations of the centuriesthis guardian of fugitives from the city of Antonio and Shylock, is, like the Italian minister of foreign affairs and many another high in public life, a Jew.

### A Refuge from Attila's Huns

We were to visit many cities in the course of our rapid tour, but Venice stands out among the rest. Throughout our stay there, we had a sense of things impending. It was like Luzzatt's room, piled high with its records of fifty years of Italian national life, but with no script to tell what the next month or day might hold. It was beyond our powers to read, as Ruskin did, the history of her people written generation after generation in carved and ordered stones; but there was a poignancy which no one could escape in moving down silent canals beside shuttered buildings, a sense of frailness in this beauty built in yesteryears, fallen on a time of steel and high explosives. Venice had her beginnings in a flight of refugees before the invasion of the Huns in the days of Attila. Was she to end as she began?

The chronicler of the life of the lagoons has pointed out that in the flight of the early settlers to the lidi, the long ridges of sand that rim the sea, they learned the peril of the mainland: and that at the outset of the ninth century, when they held the Franks at bay. Pipin's fleet "defied by the impenetrable network of small canals and oozy mudbanks," they learned in turn the peril of the sea. So here, midway of the lagoons, on the islands of the archipelago, they forthwith sunk their communal feuds, drove their piles, and founded a city of which the world has no equal. But what of the peril of the sky? There is a legend that one of the churches of Venice is built in the place above which, as foretold by a heavenly visitant to Bishop Magnus of Altinum, he should see a red cloud rest; and another, where a white cloud should stand: but there have been no legends or heavenly visitants to forecast the black cloud of war which, after ten centuries. should come with its altogether new peril of the air for church and citizens alike.

Venice suffered from bombardment in the fifteen months' siege by the Austrians which snuffed out her revolution in 1848, but that was before the age of air craft. The church of the Scalzi, damaged then and restored in 1860, was bombed in 1916, and the large fresco by Tiepolo shattered, ceiling of Santa Maria Formosa was destroyed the same year. and in 1917 a bomb brought down that of the church of SS. Giovanni e Paolo. In the adjoining fifteenth century Scuola di S. Marco, which has been used as an ospedale civile since the time of the Napoleonic wars, four people were killed, nineteen others wounded and half of the magnificent carved wooden ceiling, with the Lion of St, Mark done in its different panels, was destroyed. A bomb hit the angel on the dome of San Pietro di Castello, the island church which was for three hundred and fifty years the seat of the patriarchate. Altogether, according to the American consul at Venice, the city had suffered from thirty air raids since the beginning of the war, twenty-four people were killed in one night, and four bombs had fallen anywhere from nine feet to a hundred yards of St. Mark's, eight to ten more bombs within an additional hundred yards. The Church of the Scalzi is next the railway station, that of S. Pietro near the arsenal. and Venice has been a naval base, which made these fair military targets. Only concerted or sporadic attempts at terrorism could, in the judgment of local observers, account for others of the raids, and only self-restraint from such a policy can account for the complete freedom of the city from harm this fall, much less keep it so, once the enemy's great guns are brought up on the lower Piave.

Of the outlook in mid-November, there were as many notions as men you met—that the churches had been attacked in order to prompt the Pope to press for peace, and hence bombing would be repeated; that it had been stopped by his intercession and hence would not be repeated; that the Austrians in a spirit of vengeance would raze the city; that their plan was to take it and then threaten to leave no stone upon another if Italy did not make peace; that, rather than see it fall into Austrian hands, a certain fervid poet had proposed

that Venice be evacuated by the Italians and burned by them, and so on. The more reasonable hypothesis seemed to be that, from the standpoint of the land campaign, there was no military importance to the city as such. Its impregnability by land or sea was of other centuries, before hydroplanes and long-range guns. The modern line of struggle reached up the Piave river valley, from the coast to the mountains, and if the line broke in the upper reaches it must fall back to the next river valley, and Venice be left behind like so much farm land. On the other hand, from the standpoint of the sea campaign, the port of Venice is of great importance on the Adriatic. Without it, the Italians would have no adequate naval base in its upper waters. The question, therefore, might become one of whether, as a naval base, it could be held even if the line broke, and whether, as such, its importance warranted holding it even if that meant the ruin of the city. In other words, Venice as a city and art treasure would neither be wilfully hazarded by the Italians nor wilfully demolished by the Austrians, a judgment which, clearly, any day's developments might overthrow, but which those of November and December seemed to sustain, her Campanile, her domes and roofs standing unscathed while the fighting went on from the coast to the mountains, and such military centers as Padua were bombed.

### Like a City in a Test Tube

BUT OUR concern was with civilian needs rather than with military operations and, as will appear, the further evacuation of Venice was being considered quite independent of the latter. The considerations were economic-food, fuel, work The town was like a watch which has stopped. Not the frailness of its ancient architecture, but the helplessness of the modern city, once its artificial life is thrown out of gear, was what was to bear in upon us at every hand. Unlike your chemist, it is not given to economist or sociologist to isolate his subject-matter and experiment on a large scale. He cannot put a community in a test tube and watch what happens while he does this or that. He must wait upon events. And a student of civics would have had here, had he the time or heart to explore it, the phenomena of an urban center, torn loose from those underpinnings of sustenance and exchange of services which support the industrial city in the



"THE FRAILNESS OF ITS ANCIENT ARCHITECTURE



TOWER OF ST. STEFANO

nation, the industrial state in the world of raw material. The piles had been ripped out from beneath the livelihood of Venice, laying bare how every part of the commonwealth is rooted in the whole.

There was another, a more immediate and practical reason, which set off Venice among the cities of our tour. It offered the American Red Cross the opportunity to help engineer an organized evacuation-the very reverse of what had happened in the pell-mell retreat from the Italian war zone. And the reverse of the French and Belgian experience also, for it offered opportunity to get in at the start, and to help move the people by natural, work-a-day groups, kept intact from the threatened city to their place of refuge. This opportunity had been seized for the American Red Cross by the American consul, B. Harvey Carroll, a Texas newspaper editor of imagination and redoubtable energy. Early in November the Red Cross headquarters in Rome had dispatched him 65,000 lire, and he had drawn on it to help refugees reaching Venice from the invaded districts to the north: to keep going, under the American flag, a posto di conforto at Mestre, a junction point on the mainland, which had reached the last day of its resources and through which refugees and exhausted and wounded soldiers were passing in a stream; to open an American Red Cross comfort station at Chioggia, where the Venetian refugees were boarding the trains; and, more especially, through three gifts of ten thousand lire each, to "assist in transplanting the organized work of institutions which in the many months of war had provided employment for the unemployed and had turned what would have been a dead weight of charity into a self-sustaining producing force." The first of these colonies consisted of the working girls of the Laboratorio per i Disoccupati, and was headed by Signora Marie Pezze Pascolato. The others had been units of the Comitato Cittadino di Assistenze e di Difesa Civile. "In short." as Mr. Carroll expressed it in his graphic way, "they were brigades of workers of both sexes. mobilized and transported to form a new nucleus of Venice. Those sent away under this plan go out not like chaff driven by the wind, but like bees swarming from a hive to make a new hive."



ON THE GRAND CANAL

The night of our arrival, in the empty billiard room of Hotel Danielli, we talked till midnight with the consul. He told us of the retreat and the situation at the front; he had the week before visited General Pepino Garibaldi, who, with the old Alpine brigade of his grandfather, had brought their guns down from the heights of the Dolomites to the elbow of the Piave (Mr. Carroll is himself an honorary member of the brigade). And he told of the work for refugees; he was back only that afternoon from Chioggia, inspecting the Red Cross canteen. There an old palace had been turned over by the authorities, who had furnished two military cooks, a ton of coal, a telephone and other conveniences. With Red Cross funds he had gotten together supplies and manned the canteen with his two consulate assistants. At first they had had to buy piecemeal, ten loaves of bread here, ten there, and canned things. But the market was easier in Venice, because so many people had gone; he had secured authorization to buy wholesale and now wanted to organize buying for storage for any emergency and for use in the further evacuation. The canteen had been able to provide meals at a cost of one lire per person-less than fifteen cents. It provided hot coffee to the grown people and hot milk for the babies; hot soup, bread and meat or bread and cheese, with a few special delicacies for invalids,

If you will turn to the map of northern Italy, you will see that Chioggia is situated at the point of mainland at the southern end of the thin islands that shut in the lagoons. A branch railroad connects it with the trunk lines running south through Ferrara to the seacoast region from Ravenna to Ancona, with Rimini in the center. This region, because of its unoccupied summer cottages, hotels and villas, had been designated as the destination of the dislodged Venetians. With the main railroad out of Venice to Padua engrossed by military use, they were taken, a thousand at a time, by ferry to Chioggia, where trains were ready for them. At first each carried his own luggage, but this led to confusion and was very burdensome, as the landing was about a mile from the station. Now each family was given a bag to put goods in. and these were carted from the boat to the cars, There they were turned over to the owners, who looked after them on the long trip, for so congested was the travel that sometimes two or four days were spent in getting down the coast. In this way, 8,000 people had been transported in the last ten days, and the American Red Cross canteen had fed as many as two thousand in twenty-four hours and provided food for them en route. But the stream had been held up temporarily because of lack of food supplies and shelter at the other end: and in the interval there was opportunity for a concerted program of orderly migration to be worked out by all the agencies concerned-the admiralty, the provincial and municipal authorities, the Comitato Civile and the Red Cross. During the next day we visited these various agencies, and the upshot was that we left with Consul Carroll the sum of 200,000 lire for supplies and assistance to the migrating Venetian groups, and to meet again the following week in Rimini, where a cooperative arrangement was entered upon by which the Red Cross instituted a hospital and health center to serve the twenty thousand refugees spread along the coast,

### Air-Craft Over the Canals

THE impressions of that day in Venice stand out as a series of pictures. First was the view from our window in the morning, with a bright sun taking the edge off the damp and cold of the hotel room. I had been disappointed the afternoon before in my glimpse of St. Mark's Place. With the domes of the church blackened, its entrance sheathed with sandbags, the red bricks of the new Campanile standing out as uncompromisingly as those of a factory chimney, and the pavements stripped of the color and motion of eager crowds, the piazza had shrunk to the dimensions and quality of an American seaside resort in winter time. It had seemed somehow second-hand and pinched up. But here in the domes and chanels of the island church of San Giorgio Maggiore, directly before me across the water, was the enchanted city of my anticipation. There was the drone of a motor overhead. The Festa del Redentore has not been kept up since the war, but the sober patrol of the air-men has been broken by at least one regatta of the sky, when, we were told, in gala spirit they had swooped down across the surface of the lagoons and past the Campanile like gulls. In mists far to the left I could make out the outline of three or four torpedo boat destroyers. Three barges, the boatmen bending their backs to their long sweeps, were in the middle distance, and near at hand a launch tied up to the steps, a sailor jumped out and saluted and an officer followed. There were knots of people along the quay and, as we left the hotel, gondoliers called to us from the waterside. One lone guide, fallen on lean days, dogged us with the tempting offer to take us to the last glass factory on its last day in Venice!

Then comes to mind a tiny upstairs room with red upholstery, looking out on a narrow medieval street; this, in the half-closed bank which had taken our brief-case of wealth over night on the distinct understanding that it would not be responsible in case of invasion. Its own books and moneys had been transferred to Milan. And here, beside a window looking out on a narrow street, like as two peas to those of the Rialtos of the stage, we spent two interminable hours counting out, not ducats, for precious metal is searce, but wartime notes of small denominations, to be wrapped up in a big brown paper parcel for the consul.

### A Revolutionary General in Command

NEXT we went, by many turnings, past closed shops and along calli with but few passersby, to the Teatro la Fenice, where the Comitato Civile had its headquarters. Wooden partitions had been crected to divide off offices in the fover. and here the people came for the tickets that would get them transportation, or food if they were to remain. We passed through a knot of black-shawled women clogging the little alleyway, and a guard of soldiers were drawn up in the open space at the entrance. Women, old men and children were waiting their turn on the stairs or in the corridors. The head of this committee (one of the first of kindred societies organized throughout Italy earlier in the war to care for soldiers' families, and now recognized as semi-official bodies) is General Costello, a man of 84, a veteran of the Venetian revolution of '48 and '49, of the Crimean War of '55 and of the wars for national unity in the later sixties. Him we did not see, but we met the secretary, Dr. Andrea Venuti, a young man; and also the active head of the committee, Professor Marione, living double of Charles Sprague Smith, so long the director of the People's Institute in New York. Professor Marione occupies the chair of international law at the University of Padua, and at the outbreak of the war he and his wife had come back to the native city, not, as Portia, to give it law, but to give it service. Mrs. Marione has been the active forewoman and manager of the garment workrooms. They are typical of the Italian men and women, not only on this committee but throughout Italy, and not only of the well-to-do, but of the working people and professional groups, who have thrown themselves into all manner of social work.

The first work of the committee was for soldiers' families. but it soon broadened out along many lines. It helped float the loan in Venice with one hand and carried on a sanitary campaign with the other. Not the least interesting trophy I brought away with me was its little pamphlet, gotten out like an educational leaflet in a street-cleaning campaign such as those for which Colonel Waring set the fashion with us. Only this had to do with the littering up of canals! More especially the committee had broadened its work to include help to all families in poverty because of the war. With tourists no longer coming to the city and with the Adriatic closed to fishers, it had raised something like 3,000,000 lire from voluntary contributions to carry on general civilian relief and provide work. The well-to-do people of Venice are not industrialists who make their money, but people who inherit from old families. These had decreased rents and otherwise helped out during the war poverty, but with this class largely gone, little was coming in now to tide the committee over their great emergency. It was maintaining ten popular kitchens. Eight days before it had been giving fifty thousand rations; today, so swift had come the need, it had given



LIBRARY OF ST. MARK'S

twenty; and altogether, through free distributions and economic sales, it was providing for 15,000 families, or 60,000 people.

So it had come about, in the present emergency, that the committee had broadened its work once more and taken up the responsibility of functioning in connection with the evacuation of the city. It was doing so because of this food pressure, because it had close contacts with the people and because it was concerned in holding together the working units through which, for two years past, it had enabled so many families to maintain their economic independence by working on uniforms, socks and underclothes for the troops. Its needle trades had grown to the point where twenty-five tailors cut the garments for the 600 workers in its rooms. and for the 3,000 women who sewed at home. It had started work in wood, for old men and invalided soldiers, such as the manufacture of wheel-barrows and munition cases, and work in blacksmithing and tool-making. The seacoast localities to which the Venetian refugees were bound were not of its choosing, for they seemed to offer little opportunity for earning a living, and the government had no plans for employment there; but the committee felt that its system of workrooms could be expanded to care for much larger numbers and proposed not only to ship its equipment south, but to follow its people and open headquarters at Rimini. And there we were to find them, a week later, a dozen in all, men and women, round the broad table of a deserted hotel, wrestling far into the night with personal and practical problems much after the kind, I fancy, that the Pilgrim fathers faced in their day in planting their shiploads of settlers on the New England coast.

[The conclusion of this article will be published in the Survey



# Labor Laws in the Crucible

# Measure's Necessary for Effectiveness During and After the War

# By John B. Andrews

SECRETARY AMERICAN ASSOCIATION FOR LANOR LEGISLATION

ERHAPS no prediction regarding the outcome of the world war has been more uniformly accepted than that when this war is over the masses of the people are to occupy a much more favorable position. To a large part of the world today democracy is the avowed purpose for which the lifeblood of millions is being poured out.

In this great war labor has, of course, furnished the vast majority of the fighters. And as modern military operations have become more and more dependent upon industry, the industrial army has become as vital a factor in national effectiveness as are the fighting forces. The workers in the industries are the second line of defense.

As our belated war preparations drag out their weary months, as emergency shipyards yawn from the marshes, and as coal cars stand congested while supply boats wait for fuel in the harbors, we know that our biggest problem—not only after the war is over, but in winning this war—is the labor problem.

We may profitably consider, therefore, the means by which labor is to become available and effective during the progress of the war, and at the same time discuss the measures by which labor ultimately is to receive its democratic reward for innumerable searrifices both at home and abroad. Constructive effort, not merely after the war but as a result of the war and while the war is in progress, is the important consideration.

We may rest assured that widespread and lasting improvement in labor's condition will come in two forms, first by means of collective bargaining through trade union action, and, second, by the more comprehensive method of legal enactment, including a train of executive and administrative orders.

### Organized Labor Stronger

OTHERS will deal sufficiently with progress toward industrial democracy through trade unionism. No one familiar with the traditions and the leadership of the American Federation of Labor will doubt that trade unionism will be pushed forward by the war. Doubtless there will come more democratic shop management, the extension of collective bargaining and the adjustment by discussion of many of the conditions of employment, especially for the organized workers. Even though faced with peculiar difficulties, including the absorption of an army of invading women and a host of unskilled diluting mechanics, organized labor was never in a more advantageous position to assert its wishes and to have its policies adopted. And Mr. Gompers, the very able head of the organized labor movement in America, said recently in a patriotic New Year's appeal to his membership of more than two million: "The time for labor to interpose its needs and contentions is while policies are in the making."

But the greatest sufferers in this war and afterward will be the masses of unorganized men and women who will only indirectly profit from the better bargains of trade unionism.

1 From a paper read before the National Institute of Social Sciences, January 18, 1918, which will be printed with additional material in the Journal of the institute.

For this vastly larger and comparatively helpless group, the concern of public-spirited citizens interested in the general welfare must be in that form of protection which is to come not directly through the collective bargaining of the labor unions, but through the democratic expression of public opinion in our legislative halls. Political democracy, won by our forefathers and emphasized in later extension of suffrage to working men and more recently to women, is the present hope of millions of our industrial workers.

Even organized labor's "interposition" may soon take on a political form. Organized labor of our Civil War period, upon finding trade unionism unable to prevent a reduction of wages when war-priced prosperity slumped at the close of that four-year conflict, turned to politics and labor legislation. A somewhat similar political activity may now be foreshadowed by the recent change, from after-election November to the spring, of the annual convention date of the American Federation of Labor. Meanwhile for England, John Massefield, the official historian of the British army in France, writes: "I predict that our next Parliament will be a Labor Parliament."

Fortunately, the war has placed labor legislation upon a new footing before the country. Men in high places have suddenly recognized that labor laws are not based upon mere sentiment but upon sound economics. They have joined the swelling chorus in demanding that protective standards be maintained in order that output be not decreased.

Unfortunately, our existing labor legislation is very incomplete. Consider for a noment England's relative position in reference to workmen's insurance legislation. She had a system of workmen's compensation for accidents, covering the earlier country, and in the midst of war she has increased the cash benefits to injured workmen and their families 25 per cent. She had likewise a system of old age pensions, of invalidity insurance, of health and maternity insurance and insurance against unemployment. As a result of her experience, every proposal for change has been in the direction of greater liberality to the workers.

From England can be drawn an example of preparedness. While her was offensive is at its height, she has inaugurated a series of definite plans for bridging over the period of transition from war to peace. A Ministry of Reconstruction has been formed, whose head is a member of the Cabinet and whose duty is to investigate, plan and to make recommendations regarding problems growing out of the war.

Prominent among the ministry's projects are those for demobilization. It has planned the mustering out of the army according to industrial demands. The men who have positions waiting for them are to be the first dismissed, and the others will be released mainly as openings for them are found. The peace-time occupations of the entire army have been catalogued for use in this connection. Whereas in the United States the selective draft act is to go out of effect within four months after the proclamation of peace, England expects to spend two or three years in disbanding her three million soldiers. The dismissal of munition workers is also to be under organized control, only a few from any one trade being released at a time. As a guide in finding work for munition makers and soldiers, the Ministry of Reconstruction is canvassing the country, the colonies and abroad, to learn what trade demands will be at the end of the war. Plans are being made to turn war materials and equipment into peace-time uses; motor trucks which have carried ammunition will haul farm products; factories which have made shells will make tools.

Furthermore, when the British army is dismissed, funda and plans for public work will be ready. The Development Commission and the Road Board will be able to begin road-making, afforestation and land improvement. The state is preparing to help cities and towns build 150,000 to 200,000 workmen's dwellings. Another government committee is working out plans for land settlement by soldiers and salions. Already the committee has asked for money for the first cooperative colony of small farms.

Finally, even if plans for work at the end of the war fail to provide for everyone, the English government is still praperd. For a year after they leave the service, the soldiers will be protected by unemployment insurance. Most of the war workers will also be covered.

In the midst of war England has extended the scope of the unemployment insurance about 50 per cent. As an important factor in the administration of this insurance England had developed before the war a national system of 400 public employment bureaus and now plans to increase the number to 2,000 before the end of the war. This will be about twenty times the present number in this country, although we have twice England's population and twenty-five times the area.

It is scarcely possible to do more than suggest a few of our own shortcomings. But surely it will be agreed that in this field we have most of our work before us. Ours is a work of construction.

For emergency war labor administration, our federal Department of Labor announced in early January a program that is full of promise. If carried out efficiently and promptly this program will justify the confidence of those who believe that unified authority should be placed in this department of the government and that also concentrated there should be unescapable responsibility.

Surely it will be recognized that far-reaching changes in the management of industry are to be expected and plans of the utmost consequence are to be worked out and put into operation after the war. As practical people, however, we must also consider what are the well thought out steps which we are best prepared to take now.

### The First Need-Regular Work

WHAT then, in the field of labor legislation, is especially needed and feasible in America at this moment?

Fundamental, of course, is regular employment. The usual maladjustments of workers seeking individually for jobs and employers searching unsystematically for meu—must now be avoided. War has made the immediate adoption of a unified system of labor placement—machinery for intelligent and effective distribution of labor—a matter of national self-preservation. The labor market must be organized through a complete network of public employment bureaus. Such a service—long urged by social workers—organized labor now recognizes is not only an "invaluable adjunct to our war machinery," but is "keenly needed in the transition period that will follow the declaration of peace and the work of demobiliza-

tion." Here is a vitally necessary means for labor reconstruction as the soldiers and sailors return to industry after the war, a means which is also imperatively needed now in successfully prosecuting the war.

Fortunately the President, through the extraordinary powers entrusted to him for the period of the war, has recently ordered the development of a United States employment service on a war basis. The danger is that the war emergency may be allowed to pass into history without putting the employment service on an adequate permanent basis.

### Workmen's Compensation, Health Insurance

A SECOND means of labor construction is the extension of workmen's compensation. This legislation, at first greeted with suspicion, has within a half dozen years spread over most of the industrial states. Many inadequate laws are yet to be improved, but acceptance of the workmen's compensation principle is now almost universal. The recognition of its value may be illustrated by our experience last year with longshoremen. The United States Supreme Court, in a divided opinion, held that men loading and unloading vessels could not when injured seek compensation under the state laws. But such relief had come to be generally regarded as social justice. Longshore work is particularly hazardous. Thousands of such men are seriously injured each year. These "marine" workmen. through the necessary shipment of supplies to our allies and to our own men in France, had become in a very clear sense indispensable in this war. Thousands of them were already protesting against grievances of long duration. Here was a new grievance, the loss of compensation when injured. A bill to grant such relief was drafted by the Association for Labor Legislation, and within eleven days it was passed through both houses of Congress and signed by the President. This legal protection was necessary in order to render justice in time of peace. The progress of the war lifted it into commanding importance.

A third measure of labor construction which the war has made vitally imperative is the early development of work-men's health insurance. Hundreds of thousands of war workers are about to enter strange employments. Whether in the manufacture of munitions or elsewhere, they will be subjected to dangers with which they are not familiar. A large number of these new workers will be women, peculiarly susceptible to occupational poisons, and with maternity functions to be carefully considered with a view to safeguarding their present health as well as that of the coming generations.

The official commission which has been studying this question in New Jersey states: "The stress of industry in war is making increasing demands upon physical endurance. In our hour of necessity we have been shocked by the high percentage of draft rejections on account of physical disability. As never before we need now to conserve, for present and future generations, the health and physical vigor of our people. The thermore, it is the duty of statesmanship to look beyond our immediate pressing needs to the period of reconstruction at the close of the war. We cannot afford to disregard the protective legislative inducements already offered to workmen by our keenest commercial competitors in Europe."

In line with the definite stand by organized labor in California and New Jersey the New York State Federation of Labor, on February 6, unanimously endorsed a bill for compulsory contributory health insurance and directed its committee to work for its early enactment.

The economic advantage to a nation of a healthy, efficient and contented working class, is recognized by employers who have observed the effects of universal insurance against sickness in Germany. A former representative of large manufacturing interests who is now serving in the War Department, wrote to me recently as follows:

"I believe very strongly that unless we make very substantial progress along the line of health insurance . . . we shall find ourselves under very serious handicaps in world competition at the conclusion of the present war. I believe that many of our people are still going cheerfully on with the social ideals and ideas of the past generation quite oblivious to the fact that our great commercial competitors, Germany and Great Britain, have advanced far beyond us in social thinking. The time will come within the years immediately following the war when our 'go as you please' methods of industry will be weighed in the balance in competition with Europe.'

Shortly after we entered this war the United States government provided a most liberal system of accident, health and life insurance for its enlisted men. In support of this wise action it was frequently said by officials in Washington that men were better fighters if relieved of anxiety regarding their future. "The individual states," declares the New Jersey commission, "should be no less considerate of their army of industrial workers."

We are fighting a great world war in order that the condition of the people may be improved. Some time this war will end. But within each nation there is a never-ending struggle for better living conditions, for opportunities for health and happiness that during generations have been denied to the workers. Today, for example, we possess a mighty power to fight disease. To the wealthy class this scientific knowledge is available; to the poverty-stricken it is doled out in charity dispensaries. But for the masses of the working populationin the United States alone among great industrial nationssuch treatment is not made available. Through a properly organized system of universal health insurance it would be possible to bring the world of medical science to the aid of the humblest wage-earner.

For these three important measures-public employment service, extension of accident compensation, and the adoption of workmen's health insurance-there has already been ample preparation and agreement in time of peace. While earnestly sifting new proposals for the after-war reconstruction period, no time should be lost in putting these three welltested measures into operation.

It is now a matter of peculiarly vital importance to the nation that this country catch up with the constructive labor legislation long since adopted in other countries. Perhaps conservative citizens may comfort themselves with the reflection that short-sighted repression is followed by changes far more radical than would have been brought about had opponents of progress been more wise and just. Certainly the exgencies of international competition for labor and the imperative necessity of conserving our human resources, should indicate the wisdom of taking these practical steps without

During war we must give additional attention to home conditions. It is by anticipating internal problems that nations in a mighty world conflict can insure themselves against disaster. In the midst of a great international upheaval let us not be guilty of saying that the purposes are commendable but that "the time is not ripe for a change." In labor legislation the war has not furnished a ground for postponement of action; rather it has increased the need for action. And in fulfilling this immediate and urgent duty to aid in the successful prosecution of the war we shall at the same time be laving a firm basis for reconstruction after the

The future of our government depends upon the loyalty and cooperation of labor. In time of peace we have as a nation been sadly neglectful; we have been especially remiss in our lack of social concern for unorganized labor's welfare: now, if we understand and if we are sincere, we must in time of war prepare both for war and for peace.

### Japanese Railway Welfare Work

By Shunsaku Noda

ASSISTANT TO GENERAL TRAFFIC AND INDUSTRIAL MANAGER SOUTH MANCHURIA RAILWAY COMPANY

HE activities of the welfare work in Manchuria are the outgrowth of negotiations between the Japanese Young Men's Christian Association and Baron Goto, the former president of our company in 1906, shortly after the organization of the railway corporation. The welfare department is now headed by Shiroshi Otsuka, formerly connected with the Y. M. C. A., who under the president's supervision has sole control of its work.

Our railroad runs through the middle section of Manchuria from south to north, and, besides carrying on the railway, shipping, mining and other related industries, our company dominates the leased territory along the entire railroad line. That is to say, it controls the educational system, sanitation, waterworks, sewage, and other public utilities in the territory. There are living in the leased territory under our supervision about 50,000 Japanese and 100,000 Chinese and as many as 500 foreigners, while the company itself employs 12,000 Japanese and 25,000 Chinese.

The welfare department seeks to promote the moral and social advancement both of Japanese and Chinese employes, as well as of all other people in the leased territory, and it is hoped that this condition may prevail and extend to all outlying districts, thus benefiting hundreds of thousands of the Chinese, and making for a deeper appreciation of the

advantages to be gained from the higher civilization. In the welfare department there are twelve officers, all under the supervision of Mr. Otsuka, and all are conscientious, earnest Christians. These officers have charge of the work in the various towns along the railway, and each office is known as a club where all the employes may meet. By means of lectures, reading meetings, religious services, healthy games, musical concerts, gardening, knitting, with annual exhibits and prizes, the company seeks to promote the social, physical and intellectual welfare of the employes and their families. These clubs have also circulating libraries, which are drawn upon largely by the families of the lower class employes.

Home educational assemblies for women and children are also a feature of the welfare work, the women being taught cooking, sewing, knitting and the training of children, while playing parties are provided for the children.

Moreover the welfare department gives special attention to personal consultation on individual affairs-consoling and

encouraging-this office being its highest endeavor.

The railway company has sent the head of the department. Mr. Otsuka, to the United States where he is now fulfilling his instructions to inspect and study similar social work among the American people with a view to enabling the company to improve its methods and expand its work,

# A Report on Industrial Unrest

# Summary of Findings of President's Commission

By John A. Fitch

OF THE SURVEY STAFF

LEAR away the profiteers if you want to get the utmost out of labor for the period of the war. Let's have done with injustice and repression. Let the employer deal honestly and justly with his employes by permitting the establishment of machinery for negotiation. Let's remove suspicion from the minds of the workers by giving them a voice in the conditions of their employment, and by giving them a square deal in the shop and before the law. Let's have patriotism and sacrifice on both sides of the industrial fence.

This, in substance represents the spirit of the report and the recommendations of the President's Mediation Commission, issued this week, as the result of the commission's extended trip throughout the country in search of the causes of industrial unrest.

"Labor at heart," says the report, "is as devoted to the purposes of the government in the prosecution of this war as any other part of society." If it has been "less vocal" and its feelings sometimes "tepid" the explanation is to be found in the treatment that has been accorded to it. For, says the report:

Too often there is a glaring inconsistency between our democratic purposes in this war abroad and the autocratic conduct of some of those guiding industry at home. This inconsistency is emphasized by such episodes as the Bisbee deportations.

Personal bitterness and more intense industrial strife inevitably result when the claim of lovalty is falsely resorted to by employers and their sympathizers as a means of defeating sincere claims for social justice, even though such claims be asserted in time of war. So long as profiteering is not comprehensively prevented to the full extent that governmental action can prevent it, just so long will a sense of inequality disturb the fullest devotion of labor's contribution to the war.

The commission, which was appointed by President Wilson particularly to investigate the deportations at Bisbee, Ariz., last July, consists of William B. Wilson, secretary of labor, chairman; E. P. Marsh of the state of Washington; Verner Z. Reed of Colorado; J. L. Spangler of Pennsylvania; John H. Walker of Illinois and Felix Frankfurter of the Harvard Law School, secretary and counsel. Of the members of the commission, Verner Z. Reed and J. L. Spangler are capitalists and employers; E. P. Marsh and John H. Walker are trade unionists and each is president of the State Federation of Labor in his own state.

The commission inquired particularly into labor controversies in the copper mines, in the oil fields, in the lumber industry and the telephone lines of the Pacific Northwest and in the packing industry. In addition it made inquiry at San Francisco into the Mooney case. Reports have previously been made on the Bisbee deportations (see the Survey for December 8, 1917) and on the Mooney case (see the SURVEY for February 2). In this more extended report the commission draws some general conclusions on the nature and causes

First of all, the recent manifestations of unrest are due to specific evils; they cannot be accounted for on the basis of mere "agitation" nor can they be ascribed to the sinister influence of enemy propaganda. The belief that all wars are "capitalistic" prevailed among the copper miners and this belief was "encouraged by the heavy profits of the copper companies resulting from the European war before our entrance into it." There were many other complicating features, including "the absence of processes of orderly government in industry."

"These conditions," says the report, "may not have been left unavailed of by enemies of our war policy nor by exponents of syndicalist industrialism, but neither sinister influences nor the I. W. W. can account for these strikes. The explanation is to be found in unremedied and remediable industrial disorders." And this is an explanation that applied far more widely than to the copper strikes. "It is," the commissioners tell us, further on, "to uncorrected specific evils and the absence of a healthy spirit between capital and labor, due partly to these evils and partly to an unsound industrial structure, that we must attribute industrial difficulties which we have experienced during the war. Sinister influences and extremist doctrine may have availed themselves of these conditions; they certainly have not created them."

What are some of these evils? One upon which the commission lays much stress is absentee capitalism. At the copper mines, for example:

Distant ownership, wholly apart from its tendency to divorce in-come from the responsibility for the conditions under which it is acquired, creates barriers against the opportunity of understanding the labor aspects, the human problems, of the industry, and solidarity of interest among the various owners checks the views of any one liberal owner from prevailing against the autocratic policy of the majority. The resident management of the mines is wholly tra-ditional in its effect, however sincere in its purpose. The managers ditional in its effect, however sincere in its purpose. The managers fail to understand and reach the mind and heart of labor because they have not the aptitude or the training or the time for wise deal-ing with the problems of industrial relationship. The managers are technical me, mining engineers of knowledge and skill. There is no responsible executive whose sole function it is to deal with labor problems. In fact, it has hardly begun to be realized that labor questions call for the same systematic attention and understanding and skill as do engineering problems.

Of greater immediate importance is the absence of any machinery for negotiation and the denial by the employer of the right of the workers to a voice in the industry. In the copper mines, "while not expressed in so many words, the dominant feeling of protest was that the industry was conducted upon an autocratic basis. The workers did not have representation in determining those conditions of their employment which vitally affected their lives as well as the company's output. Many complaints were, in fact, found by the commission to be unfounded, but there was no safeguard against injustice except the say-so of one side to the controversy. In none of the mines was there direct dealing between companies and unions. In some mines grievance committees had been recently established, but they were distrusted by the workers as subject to company control, and, in any event, were not effective, because the final determination of every issue was left with the company. In place of orderly processes of adjustment workers were given the alternative of submission or strike."

A similar condition was found to prevail in the lumber industry, where a "dominant reason" for the hostility is found in "the bitter attitude of the operators toward any organization among their employes." In the packing industry the employers "refused to meet eye to eye with the union leaders;" incidentally an attitude which "deprived the packers of the opportunity of explaining away, if possible, the belief entertained by the men that the packers were profiteering."

A third outstanding evil was encountered in the lumber camps of the Northwest where "social conditions have been allowed to grow up full of danger to the community. It is in these unhealthy social conditions that we find the explanations for the unrest long gathering force but now shappy brought to our attention by its disastrous effect upon war industries. The unlivable condition of many of the camps has long demanded attention. While large improvements in camp life have recently been made, many of the camps still require much betterment to make them fit human habitations."

The refusal of the employers to confer with their employes has a psychological influence so important in the promotion of unrest that the commissioners name it as one of the chief evils to be done away. Another factor, psychological in its effect but none the less exercising great influence, is the "false fiesue of loyalty." In the Pacific coast telephone controversy the attempt of parties on one side of an economic controversy to appropriate patriotism and stigmatize the other side with disloyalty only served to intensify the bitterness of the struggle and to weaken the force of unity in the country."

It is just such a one-sided attitude, on the part of certain employers, arrogating to themselves all of the virtues and claiming such a monopoly on intelligence as to justify them in excluding the workers from all voice in the control of working conditions, that gives opportunity to and occasion for radical propaganda. In the lumber industry the uncompromising opposition of the employers to organization of any sort "has reaped for them an organization of destructive rather than constructive radicalism. The I. W. W. is filling the vacuum created by the operators. The red card is carried by large numbers throughout the Pacific Northwest, Membership in the I. W. W. by no means implies belief in or understanding of its philosophy. To a majority of the members it is a bond of groping fellowship. According to the estimates of conservative students of the phenomenon a very small percentage of the I. W. W. are really understanding followers of subversive doctrine. The I. W. W. is seeking results by dramatizing evils and by romantic promises of relief. The hold of the I. W. W. is riveted instead of weakened by unimaginative opposition on the part of employers to the correction of real grievances-an opposition based upon academic fear that granting just demands will lead to unjust demands."

In its final summing up of the deep-seated causes of innest, the commission says:

Broadly speaking, American industry Inche a healthy basis or relationship between management and men. At bostom this is due to the insistence by employers upon individual dealings with center. Direct dealings with employer's organizations is still the minority rule in the United States. In the majority of instances there is no joint dealings, and in too many instances employers are in active opposition to labor organizations. This failure to equalize the parties in adjustments of inevitable industrial contents is the central cause of our difficulties. There is a commendable spirit throughout the country to correct specific evils. The leaders in industry must of content of the country of the country of the content of the country of

Too many labor disturbances are due to the absence of disturbances to resort may be had for peaceful settlement. Force becomes to a ready an outlet. We need continuous administrative machinery by which girevances incretable in industry may be easily and quickly disposed of and not allowed to reach the pressure of explosion.

There is a widespread lack of knowledge on the part of capital as to labor's feelings and needs, and on the part of labor as to problems of management. This is due primarily to a lack of collective

negotiation as the normal process of industry. In addition there is but little realization on the part of industry that the so-called "labor problem" demands not only occasional attention but continuous and systematic responsibility, as much so as the technical or financial aspects of industry.

Certain specific grievances, when long uncorrected, not only mean detection specific grievances, when long uncorrected, not only mean detection and specific grieval specific gr

Repressive dealing with manifestations of labor uncrest is the source of much bitterness, unrea radical labor leaders into martyrs, and thus increases their following, and, worst of all, in the minds of workers tends to implicate the government as a parisian in an economic conflict. The problem is a delicate and difficult one. There Exercit incident, the Little hanging, and similar arts of violence against workers have had a very harmful effect upon labor both in the United States and in some of the allied countries. Such incidents are attempts to deal with symptoms rather than causes. The 1. W. W. has exercised its strongers hadd in those industries and coumanities where employers have most resided the trade-common nove-most control of the control of the problem of protest against unjust treatment was invervable.

After such a statement as this a program of action is to be expected. The first clear recommendation of the commission is "the elimination to the utmost practicable extent of all profiteering during the period of the war."

In line with the Whitley report, of the British Reconstruction Committee, the commission favored organization and collective bargaining. The Whitley committee expressed the opinion that "an essential condition of securing a permanent improvement in the relations between employers and employed is that there should be adequate organization on the part of both employers and work people." The report of the Presient's commission declares that it is "no longer possible to conduct industry by dealing with employes as individuals. Some form of collective relationship between management and men is indispensable. The recognition of this principle by the government should form an accepted part of the labor policy of the nation."

Other recommendations are as follows:

The establishment of "continuous administrative machinery for the orderly disposition of industrial issues."

The eight-hour day.
"Unified direction of the labor administration of the United States for the period of the war." [Steps in this direction have recently been taken.]

The surrender by the unions of "all practices which tend to restrict maximum efficiency" once they are assured of "sound labor couditions and effective means for the just redress of girevance."

Finally, "uncorrected evils are the greatest provocative to extremi propaganda, and their correction in itself would be the best counter-propaganda. But there is need for more affirmative education. There has been too little publicity of an educative sort in regard to labor's relation to the war. The purposes of the government and the methods by which it is pursuing them should be brought home to the fuller understanding of labor. Labor has most at stake in this war, and it will eagerly devote its all if only it be treated with confidence and understanding, subject neither to indulgence not neglect, but dealt with as a part of the citizenship of the state."

Thus ends a document of surpassing importance. It is the result of an inquiry much less extensive than that of the Industrial Relations Commission of three years ago, but the report has several advantages over the earlier and more pretentious one on the same subject. Although made up of diverse elements, the Mediation Commission was able to agree on a single report. It is written in much better temper than the factional report of the Industrial Relations Commission that received the most publicity and it comes at a time when the whole nation is solvered by the heavy responsibilities of war. It ought, therefore, to be accepted in serious spirit by employers and workers the country over. It ought to mean improved relations and better service in every industry.



# UPS AND DOWNS OF HEALTH

OV. SAMUEL W. McCALL, whose forceful recommendation of health insurance to the Massachusetts legislature of 1916 encouraged the friends of social insurance throughout the country, renewed his recommendation this year, despite the presence of war. In fact, declared the governor, measures for the promotion of health are of special importance during war, and health insurance, which relates directly to the health of women, children and industrial workers, should receive especial consideration at this period.

But the Massachusetts legislature may not follow the governor. Last spring the legislature refused to grant him authority to appoint a health insurance commission of five members to study and report upon the subject, and instead created a recess committee of nine members of the legislature and two appointes of the governor. The report of this commission, recently rendered, splits into a majority and a minority section in which nine Republicans line up against two Democrats.

The majority report indicates that considerable attention was given to the question, How much demand is there for health insurance? rather than to the facts which would show the need or lack of need for it. The majority have active demand for health insurance in Massachusetts at this time, and that there is opposition to any compulsory and contributory health insurance law among employes, employers and physicians. The extension of preventive medicine is hailed as the real solution of the health question. Welfare work along health lines in industrial establishments The enlargement of is commended. the life insurance system administered through Massachusetts savings banks is favored, and also an expansion of dispensary clinics.

The commission expended approximately \$15,000, of which \$12,000 was for salaries of the members and the secretary. Two investigations were conducted one into the number and extent of dispensaries and out-patient departments in Massachusetts, the other into the causes of dependency among families assisted under the mothers' aid law. The latter study was featured in Governor McCall's message as having indicated the great extent to which dependency, causing expense to the state, is caused by illness, and from Governor McCall's account of the study (which has not yet appeared in print), it would appear that an important contribution to the subject had been made. The commission's report, however, only slightly refers to its own investigations in this regard.

An indication of the commission's general attitude towards the subject is perhaps evidenced by its reference to the "failure" of the tuberculosis sanatorium benefits which were made part of the health insurance system in Great Britain. The commission, however, failed to mention that in the same official report from which this criticism of the tuberculosis work is quoted high commendation is given to the general value of the health insurance system in Great Britain in all its main bearings.

The minority report takes issue with the majority on the question of need, believing that there is sufficient proof of the need for health insurance, and recommends that the system be non-contributory. The minority propose a commission of five, to be appointed by the governor, with an appropriation of \$25,000 for a two-vear period.

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# TO STUDY THE CAUSES OF CRIME

HE appointment of Dr. Herman N. Adler to be state criminologist in Illinois calls attention to the high degree of usefulness which that new and interesting position is expected to achieve. The criminologist is head of a division in the state Department of Public Welfare and is charged with "supervision of the professional and scientific work at the state penal and correctional institutions," In reality, this division is an extension of the idea and methods of the Juvenile Psychopathic Institute in Chicago, where Dr. William Healy conducted his epoch-making studies of juvenile offenders several years ago and not only gathered material for his book, The Individual Delinquent. but laid the basis for a new departure in the diagnosis and treatment of crime. Complete preliminary investigation of the mental, social, physical and hereditary factors in the life of each offender is according to this method, the prerequisite not only of accurate diagnosis of the cause of the criminal act, but of subsequent treatment as well.

subsequent treatment as well. The criminologist not only becomes the director of the institute but has these general duties to perform: to conduct investigations into the nature, causes, treatment and prevention of delinquency; to serve as a center of information and education in regard to the scientific and professional aspects of delinquency; to cooperate with the super-intendent of prisons, the superintendent of pardons and paroles, and the officers of each division, as well as with other public and private agencies throughout the state, dealing with problems of delinouency.

Local branches of the criminologist's division will be established at the various penal and correctional institutions of the state, and also at other places to cooperate with courts and local authorities. Meanwhile, plans for the development of the institute include establishing in each county the same kind of cooperation with the state that now exists in Cook county. This will enable the

(Continued on page 550)



# THE MISSING FOUR HUNDRED

WE need you badly, you who have failed to renew your cooperate subscription to the SURVEY. At this date last year we were \$4,039 ahead. To even up the difference we want 400 volunteer "co-op's" at \$10 apiece.

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BUT though we are saving on circulars, cutting down issues, reducing staff, we must have a bigger bank account. We must have behind us again SURVEY ASSOCIATES 1,000 strong. This year of all years we need your renewal and encouragement. And because we know you, too, are facing war economies and war demands, we appreciate your giving, twice as much.

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### THE RIGHTS OF SMALL NATIONS

The following resolution, introduced by Senator Borah, of Idaho, has been re-

The following resolution, introduced by Senator Borah, of Idaho, has been re-ferred to the Senate Committee on Foreign Relations:

Be it resolved, By the Senate of the United States,

1. That it is indispensable to the future permanent peace of the world that the
national, political and economic rights of small and subject nationalities be restored and conceded.

and conceacu.

2. That if the coming peace is not to be illusory, it must be inspired by justice alone and not by strategic considerations of the selfish, economic interests of the dione and not by strategic considerations of the seight, economic interests of the strong formers; that the terms of peace should exclude all peace provisions which give any nation advantage, privilege or concession not equally shared in by other nations, and that hereafter when outside assistance is required by any conservy for the development of its potentialities the opportunity to share in this develop-ment shall be free and open to all other countries on equal terms,

2. That the right of each small and subject nationality to separate deliberative representation at the peace conference be recognized, and that its cause and interest

terpresentation at the peace conjective version and that its course and interest be discussed and determined in open, public session.

4. That the nations that have declared themselves champions of world demacracy and of the liberties of small and subject nations make their position clear morecy and of the toerness of small and subject nations make their position clear to the world by pledging themselves to favor the admission of separate deliberative representatives of all nationalities into the peace conference.

5. That in no case should anyone be disturbed because of race, language or religion, nor on that account be subject to intolerant treatment; that everyone has a right to civil equality, liberty of conscience and religion, to the free use of his

language and the pursuit of happiness.

6 That the repatriation of all persons exiled or foreibly removed from their
hones for whatever alleged reasons be the first obligation of the power immediately responsible therefor.

7. That complete restitution should be made by such power for all private property destroyed, and full reparation for all damage done, and that these should be guaranteed by the power immediately responsible therefor.

8. That secret diplomacy, one of the traditions of autocratic and personal governments, the chief tweepon of despotism and the most prolific source of the world's disturbance, is the one indispensable instrument for the opperation of small nations; that it has and can have no place in a democratic world, and should be rejected and discarded by all civilized nations.

(Continued from page 547)

institute to deal not only with those children that come before the juvenile courts but also with those that come before the county and criminal courts.

In this way perhaps the most farreaching opportunity existing anywhere in the United States will be afforded, both to gather facts concerning the specific causes of crime and to apply treatment at that time in the life of the individual where there is the best chance of obtaining remedial results.

Dr. Adler was formerly assistant professor of psychiatry at Harvard University and chief of staff of the Boston Psychopathic Hospital. He went to Illinois less than a year ago for the National Committee for Mental Hygiene, to make a study of facilities for the detection and care of mental diseases and mental deficiencies in Cook county. This study, requested by the Chicago City Club, was made under the auspices of the Illinois Society for Mental Hygiene.

### HOW BIRMINGHAM EMPTIED HER JAIL

HAS Birmingham, Ala., become irre-trievably good, or has everybody stopped drinking and gone to work? It is a far cry from the days, prior to 1912, when hundreds of prisoners crowded her city jail and stockade, and the Birmingham survey [see the Survey for January 6, 1912] revealed undreamed-of conditions of filth and bad sanitation, to the present, when only hay is stored in the great model jail that was built to relieve these two. As a result, Birmingham is asking not only what is she to do with her jails, but what is the cause of the absence of prisoners. That there is more truth than guessing in the second of the explanations offered above is indicated by facts well known to all Birminghamers, says Mrs. W. L. Murdoch, who writes to the SURVEY:

"In 1915, about August, there were 134 prisoners in the down-town iail and 109 in the new city prison on the south side. Prohibition went into effect in the fall of that year and the man then commissioner of public safety saw in a law only one thing, namely, absolute enforcement. Hence, orders were given to the police department that prohibition was to prohibit. Gradually, each month, the number of arrests grew fewer, drunkenness on the streets was never seen, and in August, 1917, there were only twenty-eight prisoners in the city iail and twenty-three in the big southside prison. A warden said the other day it was no uncommon thing in the old days of a 'wide-open town' to see 210 men brought in in one night.

"It was deemed unwise to keep operating the south-side prison with so few, and in less than a month the total number of prisoners was eleven-not a white man or woman. This number has varied from twenty-nine to eleven since, and so we, like Kansas, are asking, What shall we do with our prisons?

"The great prosperity which the city

enjoys at present did not immediately follow the enforcement of prohibition, The commissioner of public safety therefore declares that, in his judgment, it is certain that 75 per cent of the decrease in crime is due to the state prohibition law and the federal 'bone-dry law' -in other words, no open saloons and a scarcity of 'blind tigers.'

"Nevertheless, the decline in crime has been so rapid in the past few months that one feels sure that the absence of idle men upon the streets must be a very large factor; no loafers at any street corner, and work for everybody at good pay. Since busy men are not the ones who fill jails, there would seem to be a tremendous object-lesson for students of prison affairs in all this. If keeping men busy makes for a better standard of morals among them, why, why do we ever let men be idle in prison?

These things are true not only of Birmingham. All over Alabama the question is being asked: What shall we do with our jails? It is not difficult to see that great industrial cities, freed from liquor, with prosperity sufficient to keep men busy, may become cities of high moral standing."

### DEMOCRACY ON THE SOCIAL IINIT PATTERN

HE social unit plan, as worked out THE social unit plant, to the past year in practice in Cincinnati and as interpreted jointly by Mr. and Mrs. Wilbur C. Phillips, executives of the National Social Unit Organization, at the first annual meeting in New York last week, is primarily an experiment in democracy. It is given point at the present moment by the surge of the masses of people everywhere towards a greater control of government and by the general uncertainty as to just what form and expression the seemingly inevitable reorganization of society during the quick-coming years will take. People no longer question that changes of a far-reaching and (to many) disconcerting character are upon us. The problem is, How can these changes be best effected?

One suggested answer is found in England in the growth of the guild idea. Wallas, Orage, Cole and other political philosophers are among its exponents. A possible outcome is the reorganization of the House of Lords on a guild basis so that business, professional and trade groups will participate directly in government. This is in line with the theory of "functional government" advanced in this country by Felix Adler, Herbert Croly and others.

The unit plan applies the principles of functional government experimentally in a laboratory area of 15,000 people. A community organization has been created which takes the form of a congress. The lower house is composed of representatives of thirty-one blocks of about 500 population each. The upper house is composed of occupational group or guild representatives—a doctor to represent doctors, a trade unionist to represent organized labor (later to develop into wide representation of many forms of labor), etc. Each house has an executive, and the congress itself has one. The three executives constitute a council or commission of executives.

The block representatives at present are women. Their task is to know each man, woman and child in their precincts, to study social needs and to convey social knowledge to their constituents. The block workers are going to school systematically to the group executives who, as technicians in different fields, constitute the departmental heads. From the doctor they learn facts about health, both in personal hygiene and in environing conditions. They also are taught standards of health by which they may know to what extent the knowledge of the people on health matters is below par and how far their needs for wholesome living conditions, skilled service and the like are from being satisfied. From the housing expert they will learn housing standards, and so on. The things taught them are not to be based on individual, but on group opinion, representing in each case a consensus of the thought of the entire group membership. Thus the organization serves as a sort of state system of social education in which the groups are the faculties and the citizenship the

At the annual business meeting of the National Social Unit Organization, the offices of president, first and second vicepresidents were abolished on recommendation of Gifford Pinchot, the retiring president. In their place was created the position of executive with power to choose his own assistants subject to approval by the general council. This is in line with the principles of organization worked out in Cincinnati, where each council has but a single responsible head-the executive-who formulates and submits plans, programs and policies to his council, but has no vote therein. When such programs have been discussed, revised, rejected or approved by his council, and a policy and plan finally adopted, he becomes the administrator with power to carry them out. This experiment was reported as working out satisfactorily as a method of combining efficiency with democracy-of placing control for all policies completely in the hands of the people and at the same time giving their executives a maximum of administrative scope and freedom,

Mr. and Mrs. Phillips have been elected executives for 1918. Other officers are as follows: honorary executive of the general council, Gifford Pinchot of Milford, Pa.; executive of the citi-

zens' council, Mrs. Charles L. Tiffany of New York; honorary executive of the citizens' council, Mrs. J. Borden Harriman of Washington, D. C.; executive of the occupational council, Courtenay Dinwiddle of Cincinnati; treasurer, T. L. Chadbourne, Jr., of New York; comptroller, Arthur Young of New York and Chicago

John P. Frey, editor of the Iron Moulders' Age, was elected to represent organized labor on the occupational council. Robert P. Bass, former governor of New Hampshire, Raymond Fosdick, clairman of the Commission on Training Camp Activities, and Henry G. Stevens of Detroit, were elected members of the citizens' council.

### WHEN CONSCIENCE AND WAR JOIN ISSUE

RELIGIOUS conviction against war has been having an airing in Vermont. The people of that state, it appears, have had little experience with sects opposed to war, such as the Quakers and the Mennonites, or of individuals who hold conscientious scruples against bloodshed. They have now before them the case of the Rev. C. H. Waldron, a Baptist minister of Windsor who was charged with causing insubordination and disloyalty among the young men belonging to his Bible class. A literalist in the interpretation of the Bible, Mr. Waldron holds the Quaker views about war, accepts the Pentecostal ("Holy Roller") faith in the physical manifestation of the Holy Spirit today as it was manifested to St. Paul on the road to Damascus, and believes that the services of the church should be for worship and the preaching of the Gospel and for these things only. His wife comes from a Mennonite home and he was educated a non-resistant at Treveca College, Nashville, Tenn.

Mr. Waldron first came into public notice when a demonstration against him was held on the evening of "Liberty Loan Sunday," October 21. A large group of people, learning that he had not observed the suggestions for the day at the morning service, because of his conviction that the church services should be used for worship only, assem-bled in front of the church in the even-They called Mr. Waldron to the ing. They called Mr. Waldron to the steps and asked him to sing the Star Spangled Banner. This he said he would do if they would come in and hear him preach. Some consented to do so; whereupon, draping the flag about himself, he sang the national anthem.

That did not quiet suspicion, however. Mr. Waldron continued to be attacked for what was regarded as lack of patriotism. The matter was reported to the federal authorities and the Baptist state officials, and culminated in an indictment by a federal grand jury, charging him with wilful and felonious interference with the military forces of the United States by causing disloyalty among the young men who were members of his Bible class.

A number of Vermont newspapers immediately assumed him guilty. Public disapproval grew and Mr. Waldron was left with only a few friends. Great difficulty was experienced in getting a lawyer, one attorney declaring that "the only defense was insanity or absolute denial of everything." A half hour before the case came to trial, two attornevs who had accepted the case provisionally refused point blank to have anything to do with it and Mr. Waldron was left without a defender. When he entered the court room the judge, who insisted upon fairness throughout, assigned him an attorney and the trial proceeded.

The evidence against him consisted in part of the testimony of a patriotic citizen who charged Mr. Waldron with lack of patriotism, and of statements by five of the young men of Mr. Waldron's Bible class. The taint of pro-Germanism was considerably rubbed off when it developed that Mr. Waldron regarded the Kaiser as "anti-Christ" and the "beast" of Revelations 13. One young man testified that Mr. Waldron, in speaking about his church running down, said: "The boys have gone and enlisted in spite of all I can do." Mr. Waldron explained that he had said that the church was running down in spite of all he could do, that families were moving away and the boys were

Another young man testified that Mr. Waldron had said to him: "When the draft comes, do not heed it. The law will take you up, fool around with you for a year and then the war will be over." Mr. Waldron explained that the young man had been worrying about the draft, that he had told him not to worry, that it would take some time for the law to operate, that only one in ten would be taken, and that maybe the war would be over before he was called. Another testified that Mr. Waldron had said, "To hell with patriotism," but admitted that the remark was made in ridiculing the Kaiser who was devastating Belgium and praying to God for success in the name of patriotism.

Most use was perhaps made of the evidence that Mr. Waldron had given two of the boys copies of a religious tract entitled The Word of the Cross. In this tract questions by military officers are answered with Bible quotations and religious reasons upon which exemption on grounds of conscience might be claimed. Mr. Waldron testified that he had ordered the pamphlet from a large advertisement in D. L. Moody's Christian Worker's Magazine, which described it as "an im-

portant and timely message for the Lord's people in these troublpus times." The attorney for the defense pointed out, also, that the same advertisement had appeared in The Record of Christian Work, a magazine printed and published in the town where the trial was being held. Brattleboro.

It was not the evidence in his favor, however, so much as the religious spirit that he and his friends brought into court, that beat down prejudice against Mr. Waldron and made conviction impossible. "These people," writes the Rev. Harold L. Rotzel, organizing secretary of the League for Democratic Control in Boston to whom the SURVEY is indebted for its account, "brought into the court room an unmistakable spirit of religious faith and of humble regard for the truth. Their testimony was of their faith as well as of the matters at issue before the court. They described their meetings and the physical manifestations of the Holy Spirit, clearly, quietly, simply and without hesitation. To be 'under the power' was to be Godconscious rather than man-conscious: the falling upon the floor was purely an incidental matter common only to the more excitable among them; the manifestation might be and usually was while kneeling or sitting. I had only to recall that remarkable book of the late Professor James, The Varieties of Religious Experience, to realize that even to the cold eye of science, these people have a place in the religious sun "

It was this atmosphere that caused a rift in the ranks of the public. The result of the trial was to split opinion in the town wide open. Many who had not followed the trial continued to assume Mr. Waldron guilty. Others came to believe that he was innocent. The jury was unable to agree after twenty-four hours' deliberation, and was dismissed without a verdict.

Subsequently, the district attorney

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Further information may be obtained by addressing the Department of Public Health, Yale School of Medicine, New Haven, Conn. announced that he would re-try the case and the date has been set for February 26. Mr. Waldron's friends, the number of whom has grown since his trial, declare that this reveals a determined intention to convict him.

### TOWARDS A FEDERAL HOUS-ING POLICY

BOTH houses of Congress have ping Board Emergency Fleet Corporation to spend 550,000,000 to provide houses for slipyard employes, half of this amount being appropriated for immediate use. Though the House adopted some minor amendaments, it is expected that the measure will become law without more delay.

This, of course, only covers part of the emergent housing need for war workers. Another bill has been introduced to appropriate \$50,000,000 for the use of the Labor Department to provide houses at war manufacturing centers other than shipbuilding towns, The new advisory committee of the Department of Labor, of which ex-Governor Lind of Minnesota is chairman. is engaged in a survey of the whole housing situation and will be ready for definite recommendations as soon as the bill is passed. A director of housing will probably be appointed within the next few days. He will be assisted by a policies board composed of specialists on the legal financial construction, real estate, social and transportation aspects of the problem.

A new menace which is arising here and there is the sporadic effort to provide temporary accommodation to meet local needs which lowers existing housing standards and brings with it new dangers to the public health. Thus a Californian magazine writes:

"It may as well be understood plainly that any attempt to introduce unsanitary housing conditions with antiquated tenement or ghetta characteristics will be resisted. The statement that the cost of plumbing and other building material is prohibitive is no excuse for not erecting the proper kind of buildings; these materials will not be cheaper, if as cheap, within the next five or perhaps ten years to come, and probably will never be cheaper. . . . American workmen are earning from four to ten dollars a day and are able and willing to pay such rents as would produce a splendid income from well-built, sanitary apartments and flats where they can live in comfort and bring up their children in decency. The American workman doesn't want to live in a shack with a community toilet."

In Jersey City, the Chamber of Commerce, after a careful survey of the situation, has come to the conclusion that model tenements constructed in blocks and affording housing accommodation in two-, three-, four- and five-room apartments for 4.000 families would meet the immediate need, and that these homes could be constructed on satisfactory lines at an investment of about \$6.000,000, the nominal returns on which would be equivalent to about 14 per cent. But at the present time "it seems impossible to secure either private or bank capital in Jersey City to finance a building program on any such extended scale, and even were capital forthcoming, the chamber is convinced that without government assistance it would be impossible to secure either tile necessary labor or building materials."

John Nolen writes: "My most re-

John Nolen writes: "My most recent work has been at Wilmington, where we have just succeeded in raising a fund which will provide for the first million dollars' worth of housing for workers, and lead, I feel confident, to the expenditure of a couple of million dollars more later on." Evidence of local activity conses from other places also, but in nearly every case it is accompanied by the statement that material cannot be obtained for love or money or that the contemplated development only touches the fringe of the problem.

### COMMUNICATIONS

### PAPER BLANKETS

To the Editor: Paper keeps heat in. Three or iour large newspapers, spread between the coverings of a bed, will give as much warmth as an extra blanket. In these times of cold weather and high prices, this is a secret worth knowing.

ALICE STONE BLACKWELL.
Dorchester, Mass.

### "GRAIN FOR BRITAIN'S BEER"

TO THE EDITOR: A SCRIET COPPORTING THE PROPERTY OF THE PROPERTY OF A STATE OF THE PROPERTY OF

In Great Britain in 1917 the amount of beer produced was limited to only about 271% per cent of the normal production. We did not reduce ours at all last year; on the contrary, in the twelve months ending June 30, 1917, we produced over one million barrels more beer than in the preceding year. We used about 473 million more pounds of foodstuffs in making beer than in the

preceding year. The grain for beer this year has been reduced in the United States to 70 per cent of the previous amount, and Great Britain has increased by about one-fifth her limit for the first

quarter of this year.

But even so, we have not placed the limitation on beer production that Great Britain, or even Germany, has fixed. Dr. A. E. Taylor and Vernon Kellogg. of the United States Food Administration, tell us that 50,000,000 bushels of barley would supply the normal bread ration of 7,000,000 people. But we used for malt liquors in the last official year 61,755,979 bushels of barley. We also used about 115,000,000 pounds of sugars which could be used by the people in the form of syrup (which the Food Administration is urging us to use to save cane sugar), and other healthful substitutes for cane sugar.

This restriction of grain for liquor purposes may become international, but first of all we need to put pressure where it will be effective in stopping our own use of grain and sugar in beer and other malt liquors.

other mait inquors.

CORA FRANCES STODDARD.

[Executive secretary the Scientific Temperance Federation.]

Boston

### NEW YORK'S CHARITIES

TO THE EDITOR: As a subscriber to the SURENY may I say that I am greatly pained at the attitude you have taken towards the new city administration. You have condemned it in advance without presenting any evidence, merely dubbing it "Tammany." The cartoon on the front page of this week's issue [January 19] is an appeal to prejudice pure and simple, and is unworthy of a journal which is written for intelligent people who are presumably open to evidence and to argument.

The assumption that all those who voted for the present administration are not interested in the city's unfortunate wards is a libel on the immense majority of the voting population of this city. You insinuate that up to the advent of the last administration the poor were exploited for the benefit of a particular political party and they are again in danger of being used in the same way. I can assure you from an experience of over fifteen years, during which I have had almost daily intercourse with the officials of the department of Public Charities here in Brooklyn, that you are entirely mistaken. In fact, during the last administration there was a much longer delay in dealing with applica-tions for relief than ever before in my recollection.

You evidently do not like the selection the mayor has made for some of the important offices in his gift. But his judgment may turn out to be the bet-

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ter one. I do not forget that the social workers of the city practically dictated the appointment of the administrators of the Department of Public Charities under Mayor Mitchel, with the result that these gentlemen, clothed with a little brief authority, helped to wreck an administration which promised well, and cut short the public career of some men from whom great things were expected. We must be modest therefore in our criticism of the new officials; if they make mistakes we won't have any responsibility for them.

Those who have known Mayor Hylan as magistrate and judge feel certain that the poor who are charges of the city government will be properly cared for and protected during his administration to the full extent of the law.

There is just one other point. The SURVEY is an influential journal. It has replaced the religious newspaper and, even the Bible in many instances on the library table of many of the younger professional social workers. The lack of respect for lawfully constituted authority is one of the crying evils of the



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# Why the Nations Rage

day. Apart altogether from the personality of the men called to high public office, their official position entitles them to respect and no good purpose is served by belittling them. If one party may do it, then another may, and the result will be a general weakening of the bonds which hold society together.

PATRICK MALLON.

Brooklyn.

In so far as Mr. Mallon's letter is a defense, or an implied defense, of Tammany, we are willing to let time decide between him and us, if time has not already put that organization in its place. Meanwhile we must point out place. Meanwhile we must point out that "delay" in handling applications for relief is not the only test of service in a department of public charities. The enlightenment shown in meeting, in some final way, individual problems of misery is another. Do "those who have known Mayor Hylan as magistrate and iudge" feel certain that his administration is serving the best interests of the city's wards by its present effort to get rid of William B. Buck, superintendent of the Sea View Hospital for the tuberculous, who is now being tried on trivial charges? One of these is that Mr. Buck permitted attendants to work without uniforms, when the very money for uniforms was denied him. Another is that he "absented himself without leave" in order to make some necessary purchases of clothing for himself! Mr. Buck is one of those who gave good service to the city under Commissioner Kingsbury. It is the latter's successor who is bringing these charges against him. With Mr. Mallon's belief that "official position"—we presume that, with New York city's educational in-quisitors, he would add "as such"-entitles men to respect and that "no good purpose is served by belittling them, we have no sympathy. No good purpose is served, we admit, by malicious or unjustified belittlement. But the foundation of a democracy is free criticism of its public servants,-Editor.]

### TEMPERANCE

TO THE EDITOR: I'm short of money or I'd add a subscription to someone else. I write a great deal for Akron papers and for temperance and religious periodicals. I cannot understand why President Wilson, with his wartime powers, allows the enormous waste of grain, sweets and coal in breweries. I'm sending you clippings. God grant that thirty-six states come out for God and Home and Humanity.

I sent one of the cigarette clippings to the National Food Commission with the suggestion that we plant our southern tobacco fields in sugar cane; our northern barley fields in wheat; our northern tobacco fields in corn; that we

### Classified Advertisements

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fatten more four-legged and fewer twolegged swine, and then, perhaps, we could have bread and sugar and meat and the for all suffering summitty. Recently, 1200 harrels of sugar commissions and (200 harrels of sugar Sandusky (Ohio) cady factory. Suppose food commissioner—state and national seize sugar, and grain, and molasses, and coal hoarded in all United States breweries—just suppose? I can save willingly, gladly to relieve suffering, but not to fatten brewers who damn their fellows.

Yours for Philippians 4:8, MINNIE J. ELLET.

East Akron, O.

### WHAT COLONEL AZAN SAID

To the Editor: May I say a few words about my interview with Colonel Azan? As it has gone through the press (using the Survey report as a basis) it has suffered interpretations not conformable to the truth or to Colonel Azan's thought (the Survey for December 8, 1917, page 294).

He never wrote an article himself—it was only a talk with me. That is the first misunderstanding. Second, he never said, I never said, that the French army was drunken. We talked on the nature of wines. He said what we all know now, that French wines can and do intoxicate, and then at my request he told me what might be done to protect our troops in France from wines.

I do hope we shall be able to get better protection from wines for our troops abroad, for 100 per cent efficiency means a total abstainer behind every gun, not a wine-drinker. I do hope General Pershing will soon be able to arrange a more satisfactory condition.

Cambridge, Mass.

### "A SOCIAL TRAGEDY"

TO THE EDITOR: The article, A Social Tragedy, by Mr. Culp in the SURVEY for December 19, surprised and bewildered me very much, for I was brought up in Virginia, a state bordering on North Carolina, and I never heard of an eleven-year-old boy or anyone else being sentenced to prison for life for burglary. I once heard of an adult Negro who had already served two terms in the penitentiary being sent back for nine years for breaking into a house, but this is the severest punishment of the sort which came to my attention. I cannot believe that conditions in North Carolina are so very different from conditions in Virginia.

It seems to me that there must be some sort of misrepresentation in Mr. Culp's article—possibly in a suppression of the date of the occurrence. The

article has given the impression to everyone I know who has read it that children are being sentenced to life imprisonment at the present time in North Carolina. Possibly this is not the impression which Mr. Culo meant to conves-

May I know the courts in which these sentences were passed, the names of the judges involved, the dates of sentence, the circumstances and all other details which Mr. Culp has regarding the matter?

I have written to the governor of North Carolina concerning the matter and have received the following letter from Santford Martin, the governor's private secretary:

"Replying to your letter of January 9, I beg to advise that the governor has not read the article, The Social Tragedy, to which you refer. He has pardoned a great many prisoners since he entered office a year ago. Among the number was one boy eleven years old when he was sent to prison. He was not sentenced for life, however, but was serving a term of twenty years for burglary. At the time the governor pardoned him this prisoner was twenty-two years old.

"It is also true that the records of the state prison show that other boys have been sent there at ages ranging from twelve to fifteen. However, they were sentenced eight or ten years ago, before the state had a reformatory. We now have what is known as the Stonewall Jackson Training School in which youths convicted of crime are confined. I do not think there is a Superior Court judge in this state at present who would think of sending an eleven-year-old boy to the state prison. We have happily outgrown that idea of justice."

ELISABETH W. BROOKE.

[Boston Children's Aid Society.]

Boston.

### SAID OF THE SURVEY

TO THE EDITOR: I am glad to renew my subscription to the SURVEY. It is indispensable in these days of reconstruction and progress.

[Rev.] ERNEST BOURNER ALLEN.

Congregational Church]
Toledo, Ohio

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not mere abstractions but were related

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CHARLES H. FISHER.
[Department of Education,

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VOCATIONAL GUIDANCE ASSOCIATION, NATIONAL, Atlantic City, N. J., February 26. Conference on "War Problems in Vocational Adjustment." Sec'y, W. Carson Ryan, Bureau of Education, Washington, D. C.

# THE SURVEY'S DIRECTORY OF SOCIAL AGENCIES

SHANNE



### KEY

If you know the name of the agency or organization, turn direct to the listsponding officer, etc. [They are arranged alphabetically.]

If you seek an unknown source of information, turn to the subject index, following. The initialings correspond to capital letters in names of agencies.

If you want to know the agencies at work in any great field of social concern, turn also to this index. [They are grouped under major subject classifications, as "HEALTH," printed in

Correspondence is invited by the Correspondence is invited by invasions answered (enclose postage for reply) and pamphlets supplied free or at nominal charges. Membership is not required of those seeking information, but ofor those seeking information, our or-fers an opportunity for you to share spiritedly and seriously in your com-munity or profession in an organized movement which is grappling with some country-wide need or cause.

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I was the subject of an informal conference held rarly in April, in our library, to which we asked the executives of perhaps worning national social service organizations. The consocial service organisations. The con-peract was a unit in feeling that as a link between organised efforts, as a means: for letting people throughout the country know promptly of needs and national program—how, when and where they can count locally—the Source was at the threshold of an opportunity for service such as has a performantly for service such as has a superformance on advantaged enter-tables. prise.

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Death of the English Poor Law A Strike Over Women Conductors Two Days in Venice

February 23, 1918

By Paul U. Kellogg

Price 10 Cents C

### **IOTTINGS**

IOHN A. KINGSBURY, commissioner of public charities during Mayor Mitchel's ad-York city, sailed recently for France as a major in the medical corps of the United States army. He will be attached to the staff of Homer Folks, director of the Department of Civil Affairs of the American Red Cross. Dr. Haven Emerhealth commissioner under Mayor Mitchel, kas also been made a major in the medical corps.

KARL DE SCHWEINITZ will become general secretary of the Philadelphia Society for Organizing Charity on March 15, terminat-ing his work with the New York Charity Organization Society, as a lecturer in the New York School of Philauthropy, and as chairman of the home relief work of the New Rochelle (N. Y.) Chapter of the Red Cross. Mr. de Schweinitz was for some years a resident of Philadelphia as a student at the University of Pennsylvania, a reporter on the Public Ledger and secretary of the state tuberculosis society. He is well known to readers of the SURVEY as a skilled writer.

L BYRON DEACON has been appointed to the newly created position of assistant direc-tor of civilian relief of the American Red Cross at Washington. Mr. Deacon was for Society for Organizing Charity, leaving to organize the home service work of the Red Cross in Pennsylvania. Previously he was secretary of the Pittsburgh Associated Chariities, and before that financial sceretary of the New York Charity Organization Society, where he was associated with his present chief, W. Frank Persons. Mr. Deacon is the author of Disasters and the American Red Cross in Disaster Relief, recently published by the Russell Sage Foundation.

BERTRAND RUSSELL, author of Why Men Fight, has been sentenced in London to six months' imprisonment, according to the New York Times, for making certain statements in the magazine, the Tribunal, which were likely to prejudice Great Britain's re-lations with the United States. One of the statements complained of is as follows: "The American garrison, which by that time will he occupying England and France, whether they prove efficient against the Germans, will no doubt be capable of intimidating strikers, an occupation to which the American army is accustomed at home." Russell is a fellow Russell is a fellow of Trinity College, Cambridge, and heir presumptive to the second Earl Russell. He was prevented by the authorities a year ago from coming to this country to give a course of lectures on modern philosophic tendencies and problems.

A DECISION of more than local interest was recently rendered by Judge Pinckney in the Circuit Court of Cook county at Chicago granting an injunction restraining the tenants, occupants, lessees and agents of certain prettises from using the property for im-moral purposes. The application for this injunction by the Committee of Fifteen was opposed by one of the owners on the ground that he had been acquitted by a jury when tried on a criminal charge of committing the same offenses as were said to have been committed on the premises. But the court overruled the demurrer and, in commenting on the claim that the affidavits for the defendant greatly outnumbered those for the relator, said: "You cannot tell me that I should not give more weight to an affidavie by Miss Harriet E. Vittum than I should to one by a night-robed singer in a saloon."

FRANK E. WING has been granted a year's leave of absence from the general secretary-ship of the Rochester (N. Y.) United Charities to take part in the organization for the American Red Cross and the Rockefeller Foundation of a system of tuberculosis dispensaries throughout France, Mr. Wing, it will be remembered, was for many years associated with the late Dr. Theodore B. Sachs in the Chicago Tuberculosis Institute and as builder and chief executive of the Chicago Municipal Tubereulosis Sanitarium. The cable calling him to France stated that "his Chicago work especially fits him for this." Auent which the Chicago Herald observes: "Chieago needs the outside world sometimes to jog us up a bit and make us realize what it means to have our public institutions in control of politicians who prefer to make appointments for political rea-sons rather than for ability. Mr. Wing is the man the Mayor Thompson directors of the Municipal Tuberculosis Sanitarium discharged."

HEALTH INSURANCE became a part of the official program of organized labor in New York last week when at a special conference of the state federation, a bill, drawn by a special committee appointed for that purpose, was unanimously endorsed. The committee, of which James M. Lynch was chairman, had been working on the subject for a year. On January 8, they made a preliminary report to a legislative conference held in Albany. The matter was referred to the union locals for their consideration, and another conference was called for February 6 for final action. At this conference the committee's bill was accepted without accepted without health insurance, the premium payments to be divided equally between employer and employe, and, as in the case of workmen's compensation, the state to bear the adminis-tration costs. John B. Andrews, secretary of the American Association for Labor Legislation, has acted with the committee in an advisory capacity.

GOVERNOR WHITMAN nominated Lee K. Frankel last week to be a member of the New York State Board of Charities, to take the place of Dr. Stephen Smith, resigned. Dr. Smith became ninety-five years old on February 19. With the exception of six years, from 1882-88, when he was a member of the State Commission in Lunacy, he had served continuously on the board since 1881. Dr. Smith's wide experience in surgery and medicine gave him a special interest in medical charities. As founder and first president of the American Public Health Association (of which Dr. Frankel is now treasurer), and as United States commis-sioner to the Ninth International Sanitary Convention in Paris, 1894, he took an active part in the public health movement at a time when physicians generally little understood that movement. Dr. Frankel, since 1909, has been connected with the Metropolitan Life Insurance Company, being now i's third vice-president. From 1899 to 1908 he was manager of the United Hebrew Charities in New York city; from 1910-12 he was presi-New York city; from 1910-12 ne was prose-dent of the National Conference of Jewish Charities. Though a layman, he, like Dr. Smith has been particularly interested in public health, as well as in the welfare of industrial employes. He has been a member of the National Council of Survey Associates, Inc., for many years. While Dr. Frankel's nomination requires the consent of the Senate, no opposition is expected to develop.

### CALENDAR OF CONFERENCES

Items for the next calendar should reach the SURVEY before March 12.

### FEBRUARY AND MARCH

POSTURE LEAGUE, AMERICAN, New York, second Saturday in March, Sec'y, H. L. Taylor, I Madison avenue, New York city, SUPERINTENDENCE, DEPARTMENT OF. N. E. A. Atlantic City, February 25 - March 4, Sec'y, Margaret T. Maguire, Washington

School, Philadelphia. SCHOOL FINANCE ASSOCIATION, NA-TIONAL. Atlantic City, N. J., February 26. See'y, W. Carson Ryan, Bureau of Educa-

tion, Washington, D. C. VOCATIONAL OPPORTUNITIES FOR COLLEGE

Women, Intercollegiate Conference on. Wheaton College, Norton, Mass., March 7-8. Director, Catherine Filenc, Boston. RELIGIOUS EDUCATION ASSOCIATION (Confer-

ence on Community Organization). Hotel McAlpin, New York, March 5-6. Sec'y, H. F. Cope, 332 South Michigan avenue. Chicago,

### LATER MEETINGS NATIONAL

Boys' WORK CONFERENCE. Under the auspices of Boys' Club Federation. Philadel-phia, May 21-23. Sec'y, C. J. Atkinson, I Madison avenue, New York eity.

CHAMBER OF COMMERCE OF THE UNITED STATES OF AMERICA. Chicago, April 10-12. Sec'y, Elliot H. Goodwin, Riggs bldg., Washington, D. C.

Musses, Association, American. Cleveland, May 7-11. See'y, Katharine de Witt, 45 South Union street, Roehester, N. Y.

Physicat. Education Association, Americax. Philadelphia, April 10-13. See'y, Dr. J. If. B. McCurdy, 93 Westford avenue, Springfield, Mass.

POLITICAL AND SOCIAL SCIENCE, AMERICAN ACADEMY OF, Philadelphia, April 26-27. Sec'y, J. P. Liehtenberger, American Acad-emy of Political and Social Science, Phil adelphia, Pa.

PROBATION ASSOCIATION, NATIONAL, Kansas City, May 15-22. Sec'y, Charles L. Chute, State Probation Commission, Albany, N. Y.

PUBLIC HEALTH NURSING, NATIONAL ORGANIzartox for. Cleveland, May 6-11. Sec'y, Ella Phillips Crandall, 136 Fifth avenue, New York city.

Social Work, National Conference of Kansas City, Mo., May 15-22, 1918. See'y W. T. Cross, 315 Plymouth court, Chicago. STATE AND LOCAL

CHARITIES AND CORRECTION, NEW JERSEY STATE CONFERENCE OF. Newark, April 21-23. Sec'y, Ernest D. Easton, 45 Clinton street.

Newark. SOCIAL AGENCIES, CALIFORNIA, STATE CONFER-ENCE OF. Santa Barbara, April 15-19. Sec'y, J. C. Astredo, Santa Barbara, Cal.

SOUTHERN SOCIOLOGICAL CONGRESS. Bir-mingham, Ala., April 14-17. See'y, J. E. McCulloch, 609 McLachlen bldg., Washington, D. C.

CHARITIES AND CORRECTIONS, TENNESSEE STATE CONFERENCE. Memphis, May 5-7. Sec'y, Mary Russell, Associated Charities, Memphis.

CHARITIES AND CORRECTION, NEW YORK CITY CONFERENCE OF. Brooklyn, Manhattan and Yonkers, May 7-9. Sec'y, John B. Prest, 287 Fouth avenue, New York city.



# "Move Forward, Please"

# Some Unexpected Results of Putting Women Conductors on the St. Louis Street Cars

# By Oscar Leonard

To sounds good to hear the street cars clatter by once more," was the happy remark of a business man, when shortly after three o'clock Friday afternoon, February 8, some 3,000 employes of the United Railways of St. Louis went back to work. You should have seen the happy faces of these men. They had a right to be happy. In less than six days they won what eighteen years ago they failed to win after a bitter struggle of four months—recognition for their union. That was the one issue in the strike. Whatever other demands the men had, they were willing to arbitrate. The company would have willingly arbitrated any other demands.

How the men were unionized almost over night is difficult to guess. The United Railways Company has done all in its power to prevent organization. The company denies that it has ever discharged men for talking unionism, but there are many ways of discharging a man when there is no organization behind him to ask for an accounting. Under the circumstances, men, fearful of their jobs, did not allow their lips to utter the things their hearts desired. The company engaged in all sorts of welfare schemes. It even gave slight increases of wages. The men seemed satisfied. All this on the surface, of course—the increases did not suffice to meet the soaring cost of living.

Enter woman on the stage. The company, desiring to be "patriotic," began to train women for the job of conductor. Here and there you began to see women in trim blue uniforms. You could see, too, that the male employes of the company were not happy. The way they looked at the women conductors indicated it clearly enough. They began to talk about the possibility of women taking their jobs. According to officials of the newly formed union, old employs were demoted and their places given to women. The men felt that they were at the mercy of the company and that the company would use the women as a club to hold down wages and to frustrate attempts to better labor conditions. Whether the men were right or wrong in this supposition, is not the question. The fact remains that they felt that way.

To men in such a frame of mind it is easy to talk unionism. Organizers came along and urged the men to organize for mutual protection. A union was formed secretly. A committee was sent to the general manager of the company. He refused to meet them. That was on Saturday, February 2. That evening all men were notified of the action of the company and about midnight they took their cars back to the sheds and walked out. Sunday morning the city traffic was tied up. Here and there a car ran. Jitneys began to do a land office business, charging anything they chose. People were inconvenienced, but they sympathized with the strikers.

Mayor Kiel immediately called a conference of representatives of the men and of the company. The union officials appeared promptly in the mayor's office; the company was conspicuous by its absence. President McCulloch of the United Railways said he did not want to meet "professional agitators" coming from out of town to stir up trouble in St. Louis.

The United Railways Company of St. Louis is owned by the North American Company, which owns transportation systems in a number of other cities. The North American is reported to have fought unionism in all its holdings. It certainly did in St. Louis. The officers of the North American came to St. Louis—and the union wanted to know whether it was proper for "capitalistic agitators from out of town" to enter the fight!

At this juncture the St. Louis Chamber of Commerce stepped in. After all, the out-of-town interests who own the street railways did not mind very much what was happening to the city as a result of the strike. While it was costly to the company, they felt that they had too much at stake in connection with their interests in other cities to give in. But the business men and manufacturers of St. Louis, the leaders, the mayor—all who had the interests and welfare of St. Louis at heart, felt that an agreement must be reached quickly.

The press, which almost unanimously belabored the men on the first day of the strike, veered around. It began to support the strikers. Editorials and cartoons indicated that the





At the beginning of the St. Louis street car strike, public and newspapers resented the appearance of "outside agitators" who were organizing the men. Before the week was over, the argument was against the "capitalistic agitators" from out toom, who made the citiens usual to their work and refused to confer with the men. Cartoons from the "four-bipapech."

attitude of the company was out of date and out of place. The company was reminded that while we fight for democracy abroad we must not forget that democracy gives men a right to belong to organizations of their choice.

After many conferences announcement came that the company was willing to meet the "representatives of their former employes," to which Mayor Kiel added that the employes night choose their union leaders to represent them. For five hours representatives of the union, of the company, of the Trades and Labor Council, of the Chamber of Commerce, worked hard to come to an agreement. Friday morning, at 1:15 A. M., the announcement was made that an agreement had been reached.

The same day the men met and ratified the agreement for a preferential shop, leaving wages and hours of labor to be arbitrated within ten days. The company is to transact business relating to the union with the representatives of the union as such. All men discharged for union activity are to be reinstated and all strikebreakers employed during the strike are to be discharged. The women conductors, some of whom had walked out with the men when the strike was called, joined the union and will receive the same scale of wages as the men.

While the strike lasted almost a week, there was practically no violence. The 3,000 strikers were allowed to march. Here and there a minor skirmish was reported during the week, but on the whole there was practically no damage to property.

In the beginning of the strike the Post-Dispatch published a cartoon in which the company holds on to the strap of "anti-unionism." The paper asked the company to "move torward, please." The day the strike was settled the same cartoon was used with the company having moved forward to the strap of "unionism." After eighteen years of struggle and hope on the part of the street railway employes St. Louis has moved forward.



- St. Louis Tim

## The Death Blow to England's Poor Law

## By Bruno Lasker

OF THE SURVEY STAFF

HE second report issued by the British Ministry of Reconstruction is in its way as remarkable as the first (which was discussed in the SURVEY for January 26). It bears the title The Transfer of Functions of Poor Law Authorities in England and Wales, and is the work of the ministry's Local Government Committee. presided over by Sir Donald MacLean, M.P., and representative of both conservative and advanced poor-law reformers as well as experienced officials. Lord George Hamilton and Mrs. Sidney Webb, the one a signatory of the moderate majority report of the famous Royal Commission on the Poor Laws of 1909, the other of the radical minority, serve on this

Public opinion, since the report of that royal commission, has swing almost completely behind the promoters of the minority proposals who, until the outbreak of the war, kept up a lively campaign by means of a national organization created for that purpose and by the publication of educational literature in every form. While in their two main pointsthe abolition of boards of guardians and the transfer of their functions to county and county borough (i, e., city) councils -the proposals of the Local Government Committee embody the joint recommendations of the earlier commission, the London Times is hardly justified in describing the machinery recommended to hring about this tremendous change as, "in effect, a compromise between the proposals of the rival parties." On every matter of real importance, the view of the one-time minority has been confirmed; and this confirmation practically ensures the early passage of laws bearing its imprint.

The main facts in the present poor-law situation are not very different from those so elaborately ascertained nine years ago, although in some respects methods have been improved and although there is now practically no need due to unemployment. Outside the poor law, however, the public welfare machinery of the state, much complicated by the social legislation of the last pre-war years, has become all but congested by war conditions.

There is now hardly a form of destitution in England which is dealt with by a single authority. The chief reason for this is the rapid growth of applied sociology which, during the last two decades, has prescribed new methods of treatment for one type of case after another. The England of today no longer looks upon "the poor" in the mass as it did in Dickens' days. Even though preventive effort has remained sadly behind present knowledge of social prophylaxis, almost every year has seen some advance in the differentiation of remedial and protective processes, creating new functions both of state and local administration.

Even the most conservative members of the royal commission had to admit in 1909 that the boards of guardians, with their obsolete union areas-entirely different from administrative areas for other governmental purposes-and with their long tradition of heterogeneous services to the poor as such, could not be entrusted with the new social activities of organized society arising from the demand for more ample, more individual and more truly economical provision for the nation's disinherited. It was too late for the boards to mend their ways; for, already there had sprung into existence rival administrative bodies-most of them branches of municipal and county government but some under direct state controlwhich had been entrusted by Parliament with responsibilities for social care and prevision similar to those historically their own. Every improvement of method on the part of the poor law authorities only brought their doom the nearer by increasing this competition.

"During the nine years which have classed," says the New Statesman, "the duplication of services and the overlapping of public provision, especially in the two-thirds of England which are essentially urban, have very greatly increased. The number of persons assisted from the poor rate has greatly declined. until it is now far below what it has been at any previous period for at least a century." This reduction in the number of paupers is not primarily due to economic betterment; the world has become more humane, and its endeavors to mitigate suffering are now made at an earlier stage of declining prosperity or health than ever before. It is due to the fact that municipal and county councils, through their many social welfare activities, now spend three times as much on various forms of public assistance as the poor-law unions spend.

#### Seven Varieties of Outdoor Relief

THERE are seven different public authorities with powers to give money in the home. At least six provide medical treatment. Five of them may subsidize the able-bodied unemployed; and three give educational treatment of one kind or another. Social workers in England are fond of telling stories illustrating the various ways in which different public bodies-and sometimes different committees of the same body -may all interest themselves in the same family and help it along without being able to stop the duplication of effort even when they are aware of it. It is obvious that if any thinning has to be done the driest branches will have to go first. By lopping off the boards of guardians and the unions the reformers will undoubtedly remove the largest and most intractable cause of overlapping. But so long as there is vitality in the body politic, so long as new methods of dealing with old evils win gradual recognition, there will always be some overlapping of new and old. Efficiency merely demands that this be reduced to a necessary minimum.

By getting rid of her poor law England will at last reduce that citadel of medievalism in her system of public weltare, the general mixed workhouse (or almshouse, as it would be called here). The report of the MacLean Committee shows how the persistence with which the poor-law system has clung to obsolete forms of relief has so alienated public opinion that every new provision of Parliament for the abolition of poverty is carefully kept away from the blighting hands of the guardians. This, very naturally, has tended to make every contact with the poor law still more distasteful and humiliating to the people. It may be admitted, as the committee says, that there has been "popular prejudice" which "does less than justice to the devoted work of the guardians and to the improvement in poor law administration"; but if the floral decorations at their funeral are offerings of thankfulness rather than of grief, the reason lies in the obstinate

refusal of the guardians to give up voluntarily a place untenable in a modern democracy. There is probably no one in England today who regrets that old-age pensions are not dispensed by the guardians but by municipal committees, that school children are fed by local education authorities, that relief employment, when necessary, is provided by a city committee. But each of these measures in its turn has had to be fought for in opposition to the poor-law authorities.

#### Two New Branches of Government

WHILE the "union" was there, a sort of dump heap of society's outcasts, no sufficient motive existed for bringing order into the chaos of conflicting authority and overlapping provision by other public bodies. There were rival hospitals and asylums: clinical and institutional treatment lacked proper inter-relation; the health of infants and mothers was promoted by competing departments of government, each with its queue of devoted voluntary workers. There were two sets of schools for orphaned children, shops under at least two different public authorities where the unemployed laborer might apply for relief work, two kinds of pensions for which the aged might apply. A purely technical definition of "destitution" in many cases determined whether a given case was a suitable object of one or another form of aid: frequently the choice could not be determined by any definition at all and was quite arbitrary.

Linked to its destructive proposals, therefore, the committee brings forward constructive recommendations for systematizing and completing the great mass of public provision which has come into existence and for distributing among the different branches of local government the remaining functions of the dying poor law. There will be no more "workhouse," and there will be no more disenfranchised paupers. All provision for the sick and infirm will be made by the municipal or county health committee under the public health acts. All provision for children of school age, similarly, will be made by the local education committee, whether such provision be for institutional care, for boarding out or for attendance of special schools. All provision for feebleminded will be made by the asylums committees of the local councils, which also have charge of certified lunatics and all other persons of unsound mind.

Two new branches of local government are to be created: a home assistance committee, to dispense all out-relief and non-institutional services not otherwise provided for; and a prevention of unemployment and training committee, to take the place of the municipal distress committee appointed under the unemployed workmen act of 1905. These two additions to the machinery for the public welfare are of considerable interest as embodying new principles in public administration.

With the provision already made in England for organizing the labor market and for unemployment insurance see the article by John B. Andrews in the SURVEY for February 16), the new unemployment committees will have much less cope than was originally intended for the distress committees. At times of abnormal unemployment they will provide relief work; at all times they will act as the city's advisory committee on employment, endeavoring to keep the amount of public employment so far as possible at a ratio inverse to the private demand for labor in the locality. They will, further, provide wage-earners out of work with training facilities if by this means the period of unemployment may

be reduced or employment be made more continuous in the tuture. These committees more immediately will be charged, under the proposed plan, to cooperate with the labor exchanges in facilitating the return of discharged soldiers to suitable work and in assisting emigration.

The home assistance committee will be the coordinating agency of the community's public welfare activities, keeping a common register of all families benefiting by any form of public assistance. It will not have charge of any institutions but will assume the legal guardianship of orphans and deserted children. It will also act as a central clearinghouse to applicants for aid, who may either be given outdoor grants or be helped to admission in an appropriate institution maintained by one of the other branches of local government. This committee, since nearly all the "case-work" is done by the specializing community agencies, such as the education, health, lunacy, prevention of unemployment and old age committees, cannot be held to revive in a new form the old idea of a general poor law authority. It is supported from the same taxes as the other committees and subject to the same elected body of citizens. Thus, it will not be tempted to aggrandize its standing; it will not seek to hinder every movement for more specialized provision; nor will it, on the other hand, be likely to restrict its operations within too narrow limits. The home assistance committee would seem to combine the functions of a case clearing-house, such as the social service exchanges in the United States, and of a delegated national guardianship, comparable with that of the new offices départementals des pupilles de la patrie in France (see the Survey for October 6, 1917).

So much for the proposed new machinery. The effect of the project, if adopted, will be even more far-reaching than has been indicated. It must be remembered that the poor law, not only by its present defects but by its whole history and tradition, has been weighing down the forces of progress. The Local Government Board, administering it nationally, has clung with desperation to its authority over other functions of local government which logically had grown into other specialized departments, simply because it did not wish to remain saddled with so unpopular a governmental function as poor relief for its only or main ration d'itre. On the other hand, other administrative branches which logically belonged in the field of the Local Government Board, struggled firetely to keep out of it, so as not to be tainted by association with the national boxy.

#### Towards a Ministry of Health

WITH the redistribution of poor-law functions, probably inolving assumption of authority over local provision for the unemployed by the new Ministry of Labor and over local provision for dependent children by the Board of Education, the administration of the public health will be the chief remaining field of the Local Government Board. Thus the fusion of the health insurance administration with the nation's preventive activity in a ministry of health has been brought appreciably nearer.

In any case, the Reconstruction Ministry has proved with the present report that a time of national stress is not the least but the most opportune for bringing together opposing opinions on problems of social welfare and for the enactment by common agreement of epoch-making changes in the procsesses of government.



BIRKET POSTER, Pinet.

. WILLMORE. Scutpt

# Two Days in Venice

By Paul U. Kellogg

EDITOR OF THE SURVEY

HERE was another meeting that day in Venice that gripped me even harder, for in its associations it reached far back of our New England traditions of self-government to those of this ancient republic. In the afternoon we were invited to meet with the mayor and his five associates in an old palace on the Grand Canal, long used as the municipio. We had seats with them about a heavy carved table in their room adjoining the council chamber. We had tea together, expressions back and forth were exchanged through the consul's fluent Italian, and we came away each with a handsome volume issued at the time of the rebuilding of the Campanile as tokens of Venetian appreciation of the American fellowship our visit meant in this time of stress. These were not the first of such tokens. It seems that it was on April 2 of the revolutionary year of '48 that Venice first attempted to throw off the Austrian voke. She failed then, only to succeed twenty years later. So when the United States declared war on April 2 last, the city sent to the American consulate, in the hands of a veteran of both wars, an album for transmission to the White House. It bore this inscription:

APRIL 2. 1848-1917
The day honored in the history of Venice
America has made sacred in the history of the world

I recall the heavy, urn-shaped wooden vases which have been used time out of mind for taking the vote of the council; but beyond that I cannot bring to mind the furnishings of the room, other than the fixed impression of somberness and suspense it left with me. I may have been mistaken in assuming that, in some shreds of sentiment at least, on the sindaco and his associates has descended the mantle of that stern governing body, doge and Council of Ten, which steered the even course of republican Venice between the Byzantine and Franconian empires and sent her argosies throughout the known seas and beyond. But I could not have been mistaken in the sense of insecure tenure of the morrow which lay upon this little knot of sober, meager, middleaged men sitting there, waiting upon they knew not what. But we knew that they should remain at their posts, free city or captured or war-swept, as was the order and understanding of all these municipal officers of northern Italy.

Our next visit plunged us into another group of associations, maritime rather and civic. A municipal launch carried us to the arsenal, which preserves the remains of the

<sup>&</sup>lt;sup>3</sup>The first installment of this article was published in the Susyay for February 16. For two accompanying articles, Seven Weeks in Italy, see the Susyay for February 2 and 9,

Bucintoro, from which the doge was wont annually on Ascension Day to throw the ring with which he symbolically 'wedded the Adriatic." At the zenith of the republic, the Arsenal employed 16,000 workmen, but housed industry and craft no more strenuous or strange than those of this present war. In the yard we passed four antique lions, one of them bearing Runic inscriptions; and, according to the Baedeker, in the adjoining museum, which we did not enter, were trophies and Turkish banners taken at Friuli in 1472, at Corfu in 1537, at Lepanto in 1571; weapons, armor, culverins; all manner of baggage and spoils of the city's conquests, such as are to be found not only here, but adorning her own now threatened halls and churches. Many were brought from the very regions which now are again being fought over. For it must be remembered that Venice in her time dominated the Dalmatian coast (which is the goal of the present-day Italian expansionists); conquered Constantinople, and fought for possessions in the Levant. And not only has Venice had these relies of successful conquest, but also, before her, ever-present reminders of its reverse; for in the eastern lagoon "nothing remains but the legend of ruins to be seen beneath the waters" of Heraclea, which once surpassed the capital in importance. It was burned in the tenth century by the barbarians who came down the Piave in their coracles, And the ruins of a church which must have been nearly as big as St. Mark's, show the site of the rival city of Jesolo. By 1430, a contemporary wrote of it, "where the piazza once was, they sow corn,"

But it was neither of wars past nor present, history nor foreboding, that we called to pay our respects on the quierspoken admiral who commands the fleet of the north Adriatic. For no captain ever cared for his human cargo more sedulously in time of crisis than he had manifested in his practical concern for the refugees of the Venetian islands. Naval stores have been drawn on for rationing, and not only have thousands of people been taken out over the lagoons, but the machinery of many factories had been put on boast in the harbor, which were ready to go or be brought back to Venice as events developed.

#### A City Bombed and Shrunken

In 1911, Venice had a population of 160,000 people. This had diminished in the course of the war and dropped to less than half in the early days of the juvasion. On the basis of the number of trains which left loaded with voluntary refugees at their own expense. Consul Carroll estimated that fully 75,000 had gone away, in addition to those whom the government had assisted, by way of Chioggia. This left approximately 60,000 in the city. Only someone who knew Venice in normal times could have appreciated what this exodus had meant. I could only guess at it just as, in our trips down the canals or threading the narrow ways, we saw little outward evidence of the damage done by the air raids of the last two years. There was a small hole in the pavement at the door of St. Mark's, duly credited in iron lettering to an Austrian bomb. The famous horses were gone. We stopped at one point to enter the church of SS, Giovanni e Paolo to look up at the bare laths of its fallen ceiling, and note the sandbags piled around its pillars and the heavy hangings before its interior walls,

In the yard outside the bags were being removed from the cquestrian statuc of Bartolomeo Colleoni, called by Ruskin the "most glorious work of sculpture existing in the world," and men were at work on scaffolds, crating it for shipment to safety. Much that was portable was gone from St. Mark's, there were props and joists and barricades of bags; but the

wondrous mosaics of the domes and ceilings were as immovable or as impermanent as the whole fabric of the city. of which they are the crowning glory. On the streets life, though dwindled, seemed to a stranger's eves to be going on about as usual. The shops for tourists were mostly closed, as they perhaps had been for months past, but those which ministered to every-day wants were open. I recall chestnuts roasting outside one, a plucked turkey hanging in a window, the piled green of island boats laden with vegetables alongside the market, the pigeons in St. Mark's Place, Perhaps, in the absence of tourists, they were again being fed at public expense, as they had been down to the close of the republic, Women stopped to gossin on the bridges, and boys were pitching pennies under the arches of the doge's palace. Only a familiar of the town could have appreciated the lapse of customary manifestations of her ways of life-such as the thick smoke from pitch-pots in the building yards for her gondolas, the orange and red sails of her fishers, the streamers of smoke from her glass furnaces, the rose and faded blue shirts of her pile workers, or the trains of priests and people making their way along the fondamenta of some small canal on a visit to the parish shrines, or the serenades and regattes of her water-borne festas,

But of more prosaic factors in the change which had come upon the city we had testimony. For the most part, the Venetian workers are normally engaged in lace-making and glassmaking. The falling off in tourists early in the war crippled the retail specialty shops, and threw out of employment much of that varied service bound up in the hotel business. fishers, shut off from the Adriatic, and the gondoliers had both suffered. All this, and the leaving of the young men for army and navy, had given occasion for those works of relief and employment to supplement family incomes carried out by the Comittato Civile which I have already described. But so far as the two prime industries went, tourist purchases in Venice, after all, absorb but an insignificant part of the output in lace and glass. The lace sales in 1915, for example, were double those in 1914, which were in turn an increase over those of the year before the war. The sales in 1916 were double those in 1915, and the months of 1917 before the invasion had made new records. Sales in America had been a big element in this showing, and the activity of the American consul a big element in those sales. Various forms of military contract work sprang up, the arsenal workshops became centers of activity, and a war-time equilibrium was reached in the economic life of Venice very different from that of normal times, but sufficing,

This equilibrium was shattered by the invasion. The sudden rush of thousands of the better-to-do people from the city meant the closing of many shops and consequent unemployment. But that was only the beginning. We were told that the electric light and power works up in the hills of the mainland had fallen into the hands of the Austrians, and thus the power was shut off. If they were to advance much further, it was said, they would also get the sources of water supply, and Venice has only a few artesian wells. Moreover, in recent years, most households, even of the poorer people, have become dependent upon gas for cooking, and the gas supply is dependent on coal from the outside. Venice has never been a self-sustaining community in the matter of food supplies. As the saying goes, she has bought by the handful and sold by the thimbleful. The city never has had large stores. The source of much food was the upper Veneto, where, even in districts uninvaded, agriculture and farm work had been made difficult by shell-fire. The railroad which serves Venice runs for the whole length of the province parallel to and very close to the line of battle; a coup de main might cut it; it had become subject to aeroplane attacks and, in any case, this line was given over to army use. The city can with difficulty be fed from the sea, because fishing is paralyzed and there is no merchant vessel service. These were some of the factors in the situation of which various people told us.

#### The People Moved in Industrial Groups

ON SUCH a tenure, manufacturing establishments were quick to seck other plants, taking, in many cases, their machinery and workers with them. Private factories doing government contract work in clothing, boots and shoes went to various cities in Tuscany. The American lace dealers—the chief buyers—went to Florence. A great deal of the lace-making is done in the people's homes, so that the industry can make shift wherever the people go if thread and applique's go with them; and the extent of this voluntary shifting of population to Florence is reflected in the fact that a Venetian newspaper is now published there. By early December, I have since been informed, nine-tenths of the industrial plants and two-thirds of the stores of Venice were closed.

As each plant shut down, each store closed, the number of dependents had increased, and as the latter could only stay if the government or philanthropic bodies fed them and could only go if the means were provided, the responsibility on these agencies for working out a consistent policy was clear. They were confronted with the civic problem of a city whose normal life had come to a dead center. Of the alternatives before them, I cannot do better than quote from a memorandum before me, prepared in mid-December for the Red Cross by Consul Carroll:

The news from the front, while encouraging from a militury standpoint in that it always affords the gonishility of a further restandpoint, is not escouraging from an economic standpoint in the restand of the standpoint in the encouraging from a contouring the electronic transposition of the encouraging the electronic transposition and the encouraging where the banks have ceased to function, where the wealthy have gone away, and where manufacturing and merchandising enterprises can only be continued at a risk (too heavy for Insurance) of losing tock and plant.

Many people who have always belonged to the self-sustaining classes are already in actual want. It is strongly indicated that within one month's time there will be forty thousand people who will need to be helped, and who will not be able to find work here.

There are only three possible alternatives:

To take care of them here.

To take care of them elsewhere.

To let them be gradually driven out by need to wander about seeking in already overcrowded communities a help that will be increasingly harder for the unaided individual to obtain.

If we take care of them here it must be taken into consideration

that they already have shelter here; most of them have belongings enough to give them some degree of comfort; and the cost of transportation, the disagreeable trip in winter weather, and the pang of a breaking old associations and seeking new homes would be avoided. All the force of inertia is in favor of keeping them here. Many of them want to stay at present as they cling to their homes.

them want to say at present as true, runs, or taster nomes...

The initial expense of taking care of them here would be less than it would be to move them. This expense would constantly the control of any economic return. It will cost to fred those who must be fed as free kine easy one lite per person per day to give them one good mad. Such help as could be given, even if it were sustaining, would not be satisfying, and discontent would find expression sooner or later in riots... I have learned that the number of daily rations are the control of the contr

If the people are taken elsewhere there must be considered:

Finding the place where they are needed or where they can be utilized in whole or in part; transplanting them there; feeding them en route; establishing them in the new homes and assiring in taking care of them in the initial periods until they can become self-supporting.

In view of the great number of refugees, it seems to me that the one impossible task would be to undertask to support all the unemployed as a result of the war (whether they are refugees or not) unless we are able to find an economic use for their time and labor. It would be equally unconomic waste to employ those capable of in the coarser and less well paid forms of labor where only a scant living for them would be the return.

There is a certain amount of unavoidable dead weight, such as the sick and the old and the babie; but nothing should be undertaken that involves the continued support of healthy persons, men or women, in idleness. It is just that fundamental fact that makes the colony idea the only remedy for the situation. Italy can readily use the lisbor of every hand if we can get it to the point of contact with the demand; and once that contact is entablished it passes from assurate solution of refugees already, so that very few communities have any capacity to absorb any new quantities unless preparation is made to receive them and to put them to work on arrival.

To move them in colonies, you get the advantage of having classes of organized labor available among which the community units available and so when the community units need not be destroyed. The cost of caring for them is a decreasing once it is merely bridging the crisis. The separation of families and relatives is avoided, and the ceaseless searching for loss refugeate illiminated, that search which forms so many harrowing pages in the daily press as present.

When the time is ripe, the colonies can be retransported to Venice, if conditions justify it; whereas, if they were sown broadcast over the face of Italy they could with the greatest difficulty be regathered.

The third alternatives of letting the people be gradually driven out by hunger and the impossibility of obtaining the necessary work here to support life is a plan that nobody would avowedly adopt, but as a condition it may arise, due to the delays in putting the other alternatives into execution.

Mr. Carroll's memorandum is by all odds the best exposition I have seen of the program of orderly migration insti-



FROM THE DIPLOMA OF MERIT ISSUED BY THE VENTCE COMMITTEE OF CIVIL AID AND DEFENSE

tuted in Venice, in contrast to the promiscuous transport such as, all but inevitably, marked the first rush of refugees down the mainland in the weeks following the invasion. It is quoted here on that account, rather than as an argument for the wholesale civilian evacuation of Venice, the latter being a question of policy which will have been decided one way or another by military events, or, as indicated, quite apart from those events, long before this article reaches America-a decision, of course, which fell wholly outside the province of the American Red Cross, Practical reasons, which need not be gone into here, could be advanced in support of the contrary policy-that of encouraging all non-combatants to remain in their homes whatever befalls, which was adopted by the government in November for the inland war zoneeven in its application to Venice. But the island city, as we have seen, confronted an exceptional situation in its economic isolation; and, moreover, for the sake of the people themselves no less than to remove an element of weakness, those concerned in the defense of Venice are credited with support of the plan for colonization.

#### A Parish Cross-Section

CONDITIONS which gave it force were reported by Sacerdote Silvio Mason, priest of the parish of Santa Euphemia, which comprises the Giudecca island, a section of the city inhabited almost exclusively by poorer people. In normal times, 7,000 souls (900 families) make up this parish. Of these, 1,000 had been called to the colors as soldiers. They left behind them 500 families who received the military allotment, but that was not enough to support them under existing conditions. The other 400 families, made up of older men, women and children, had only what they could earn. Normally, the parish folk of Santa Euphemia's are factory workers, but only two of the factories on the island were still in operation in early December, a flour mill and a cement factory, both working with greatly diminished forces. In the exodus from Venice in November, only about 200 people left this island; there was no prospect of the resumption of the factories. and every prospect that within a short time from 4,000 to 5,000 people would have to be rationed unless they were transplanted to some locality where their skill as factory workers might be employed.

Conditions in some of the suburban island settlements were not different. Early in December, Consul Carroll went by the little steamer to Burano and Tre Porti. He found very few people left at Tre Porti, which is the last station on the line, as it is at the nearby station of Gavazuccherina that the trenches come down to the sea. But at Burano there were ten thousand-all the civilians, in fact, except about twenty workers belonging to the Bardwil Lace School, an American undertaking, who had been moved to Florence. Two hundred and fifty skilled lace-workers in Burano point, Venetian point and filet lace were quite idle, but capable of becoming a self-sustaining unit if transplanted and guaranteed work. The fishing population was able to maintain a scanty existence. For some time the town had been in darkness, as the electric lights had been removed and the wires taken elsewhere. There was no gas, but wood was still to be had for cooking and fuel. For three days there had been no bread, although there was plenty of corn; the only mill had been operated by an electric motor, and the shutting off of the electricity had put it out of commission. A free kitchen had been opened the week before, which was supplying a meal a day to 600 lace-workers and their families, and for this Mr. Carroll left 1,000 lire from his Red Cross fund with the president of the local Comitato Civile.

Virginia Lee Welch, an American magazine writer, for many years a visitor to Venice, who has been serving Mr. Carroll as a volunteer, visited Murano, where she found the priest of the parish in charge at the Comitato Civile. He stated that while all of the well-to-do people had left the island, some six thousand of the less well-to-do remained. two-thirds of whom must have food supplied them in two weeks. One thousand soldiers are in the field, and their families got the small government allowance, but the rest were people out of employment. The glass-workers could no longer work for lack of chemicals and coal. The workers in beads were unemployed because there was no glass. Fishing has been suspended, and the only occupation was the lacemaking of about 100 girls, "If invasion comes," added Mrs. Welch, "the priest is to head his people in retreating by boat to Chioggia, leaving one old priest to care for the sick, feeble and dving in some home."

That last is a touch which might have its more colorful application in the greater community. There are about 400 gondoliers in Venice, still organized in their medieval guilds, ealled tragettes. The members have certain privileges, such as the right to stand at important ferries. Then there are the sandoliers, who row the smaller boats without the curved mace-like prows, and the barcat, who manage the large barges. These water-crafts men were not excluded from the scheme of communal exodus, as Consul Carroll viewed it. "The gondoliers ought to be the last ones to go from Venice," he said, "taking their boats with them."

To judge by reports, the population of Venice may be said to have remained stationary from the time of our visit in mid-November till the end of December, the time this is written; that is, at approximately sixty thousand people. Several thousand of the better-to-do people, who had gone out of their own volition in the first rush, returned, presumably to wind up business and remove property, although there was clearly division of sentiment as to the course for the city and its people to pursue. My information is that a few stores reopened; others prepared to close. Practically no merchant was restocking with goods; many were making every effort to dispose of their stocks as a preliminary to seeking other locations. So far as the poorer folk were concerned, they may be presumed to have continued of the same mind that they had from the beginning. Few of them had ever gone because they wanted to go, or because they were afraid; they had gone because the bottom had dropped out of their existence, and that was the only thing open to them. The very home-loving quality that will be an asset in the period of resumption of normal life and bring her people back to Venice, made it difficult to temporarily uproot them. No migrations in large companies were attempted in December, although plans for mass movements of the tobacco-workers and glassworkers were under active discussion, and a pretty constant stream of small groups, of twenty-five or less at a time, joined the earlier colonists on the Adriatic coast.

Meanwhile, Consul Carroll, acting in behalf of the American Red Cross Emergency Commission in Rome, carried forward such inspections of conditions as those cited; opened a Red Cross kitchen in Venice which at Christmas time was feeding 700 people a day; distributed relief through parish priests; gathered Red Cross supplies at the Chioggia canteen to serve the orderly migration whenever it was resumed, or to meet any emergency; and cooperated with the Comitator Civile in everything from purchasing machines and stowes wholesale for the Adriatic colonists, to looking up sites for new colonies in Liguria.

At the same time the municipal, federal and provincial

authorities cooperating, buildings had been requisitioned and other preparations made for the absorption of an additional twenty thousand refugees in the neighborhood of Rimini. And the Comitato Civile had gone ahead in organizing the economic life of the 20,000 colonists already along the coast, installed equipment, gotten materials and opened its work-rooms; and the American Red Cross had joined in this industrial work, opened district headquarters at Rimini and was already caring for patients in its hospital. But these things have to do with the "new Venice" rather than the old.

We left Venice on an admiralty launch, steering into a gorgeous sunset. Yet neither that nor the crowded impressions of two days which I have tried to set down, left so lasting a picture as the St, Mark's Place as I had seen it the night before. We had been in conference all the evening and had climbed lofty staircases, stripped of rugs and hangings. The curtains were drawn. Venetian blinds and shutters closed. Venice means to be dark these nights. I fumbled with them in the dark until I could look out across the water. moon, in its first quarter, was on a level with the roofs at my right. Here and there green lights showed dim along the quay. The island churches stood in grey outline, their details washed out, but all the more unreal and oriental. It was too wonderful to turn in. I clattered down the empty stair-well of the old palace, turned hotel and, the ancient night clerk giving leave, pushed through a heavy hanging that shut in the entry. The moon shone down the length of the quay. Along it were tethered gondolas, their noses in. There was a knot of a dozen soldiers in front of the old prison next door, evidently about to go out on a fresh watch. I had just climbed what is known as the "Bridge of Straw" and reached the white-tiled front of the Palace of the Doges, when a clock began striking midnight. I imagined it came from St. Mark's Place, and I hurried in the hope of seeing the last blows of the bronze giants who strike the hours on the famous clock tower. Too late, and an abashing pounding by my own heels was all I got for the run. But just then the bells in the island churches I had looked out upon echoed the strokes, and other bell towers in different parts of the city broke in upon these. The sound was one I was unused to -the sound of bells across water-or across low fields, as I remember hearing them once near Oxford.

The Campanile lifted straight, a great bayonet with grooved sides, the moon shining through between it and the Royal Palace, St. Mark's was dull and half-shadowy. The piazza was deserted. I could hear footsteps back by the quay and other footsteps in one of the passageways on the far side. But I was quite alone as I crossed it, with a sense of undeserved experience, like groping with thumby fingers over the strings of a musical justrument you cannot play. And in truth, the shafts and arches of the buildings which close in three sides, looked in the half-light like long ranges of organ pipes. If I could only touch them and bring back other midnights in this empty square! Such sense as I had of the historic scenes that had gone forward here was just beyond the limit of consciousness, boxed up like St. Mark's with sandbags piled high around its entrance. Nor could I bring back any of the hundreds on hundreds of gay scenes which must have strutted and caracoled across the pavement, though the designs of its marble blocks stood out never so clearly in the moonlight. I could only grope at things and wonder if I were one of the very few to see St, Mark's place alone, at midnight-one of the last to see it at all. And at that, I stared till I was like to have become sand blind, like Old Gobbo, and to about as much purpose. The thing that

was real to me was of a very different sort-an altogether unhistoric bit of iconoclasm. Byron, Ruskin, Turner, Howells, Hopkinson Smith and the rest of the great interpreters who had been here, were rich in all this imagery of the past that escaped me. But how downright unconscious they had been of what the future held for this old square and the city about it -yesterday and today and this midnight, for example. And here was Venice meeting that future, not with trappings and blazonry, but with most of her well-to-do people gone; with fifteen thousand families of the poor fed by soup kitchens; with secretaries and professors and all manner of unheroic. obscure folk knuckling down to the job to be done-getting sewing machines out of pawn, and pants-stitchers off by the ferry, with their belongings in a gunny sack, finding lost families, and bothering about the blind and the lame and the halt. Sails and flags and banners-none of these, but a homely, ingrained courage that bore the weight of days that grew heavier. No, Venice was unhistoric in the midst of new history. But perhaps that is the way that history is woven. Only afterward can you see the texture.

I went the length of the square, through an arcade with a single green gas lamp, through streets like corridors, with dark hallways that made me conscious of them and feel kindly toward some footsteps; and then out upon a little space where there was a bridge beneath the jagged outline of a narrow street. And down it, two or three colored lights and the moon.

#### When Venice Went to the Help of France

THE moon had set by the time I got back, with echoing footstens, to St. Mark's Place. The outlines of things were dimmer. The bevelled sides of the Campanile, graceful, farreaching, were more impressive than the new bricks had been in the afternoon. It was old again. And then out past the columns bearing the ancient figures of the Lion of St. Mark and St. Theodore standing on his crocodile. I went to the waterfront and looked back, noting inconsequentially that just there the lion's tail in silhouette touched the edge of the Campanile. But those two straight columns, standing there with their battered old symbols of the patron saints of the town in whose names her townsmen had fought and had befriended, gave me a better grip on the olden days than I had had before. More, gave me a feeling of permanence-something to take the place of the discussions as to whether Venice was likely to be enemy-shelled or self-fired-a sense of time to mellow hates and show struggle and ambition in proportion-of trends in human affairs measured by centuries, These had survived because people prized them. Sandbags were not the only things between what mattered and ruin, Human nature had reserves, one generation after another, one race after another. It had gone ahead building its structure of civilization on piles that held even in the marshes of uncertainty and conflict.

It was only afterward that I learned that the two shafts had been brought back by Doge Michiel when, in 1117, the Venetians had successfully gone to the succor of the French crusaders in Jerusalem. And, such had been the swing of the centuries, that week, out on the Paise, the French ado come to the succor of Venice; that month, after eight hundred years, Jerusalem had been wrested once again, this time by the English, from its Turkish conquerors.

And back in the siege of that early time, when Tyre fell, also a "Queen of the Sea" and also known for her works in glass and in purple, the persons and property of her people had been respected by Doge Michiel and the Venetians.

## Social Welfare in Time of War and Disaster

## A Bibliography, Supplement No. 31

## Prepared by Christine McBride and Susan M. Kingsbury'

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## Book Reviews

TOWARDS INDUSTRIAL FREEDOM

By Edward Carpenter. Charles Scribner's Sons. 224 pp. Price \$1.50; by mail of the SURVEY, \$1.60.

"If any enthusiast today," says Edward Carpenter in his book, Towards Industrial Freedom, "were to descend into one of our big towns and, standing at a street corner, to preach to the passers-by about the 'pleasure of work' . . the crowd. I fear, putting their

thumbs to their noses, would break out in scornful laughter."

It is modern business with its infernal doctrine of "industry for profit" instead of "industry for use," the author explains, that has made even the mere idea of pleasure in toil seem a ghastly joke. The worker has been robbed of the thing that gives joy to work by the destruction of craftsmanship. There has come such a dread monotony over life and conditions of work have become so unbearable that "to thousands, one may say millions, this war (even with all its horrors) has been a relief and an escape. . . It has meant to so many life in the open air, it has meant health. good food, a common cause, comradeship with others, and a dozen positive things, instead of the inhuman monotonies and negations of a life of slave labor under the heel of commercialism."

In the first three essays in the collection, The Transformation of Our Industrial System, Industry as an Art. and Beauty in Everyday Life, the author gives what is, in many respects, an admirable statement of some uncivilizing tendencies in industry. Seldom has there been set forth more clearly the shameful social waste, the mad folly of a system of industry that makes it impossible for men to use or develop their instincts of artisanship, or of artistry, if you prefer; for all people, the author truly says, "who desire to express themselves, to create something of their own . . . are true artists."

The unfortunate thing is that, sound and true as are many of his basic ideas, the author constantly overreaches himself. The unadorned facts are amply sufficient to maintain his thesis that industry should be reshaped with a view to human development; his cause is only weakened by such a passage as this; "You may walk the streets of our great cities, but you will hear no one singing
-except for coppers; hardly a plowboy
whistles today in the furrow, and in almost every factory [and here the author
interpolates parenthetically as if aware
of his hyperbole, 'this is a fact,'] if a
workman sang at his work he would be
'sched.''

As a matter of fact, there is no better evidence anywhere of the sheer indestructibility of good spirits than the light-heartedness often found in the most wretched of surroundings. Every social investigator can recall dozens of cases where he has felt resentful over the shameless good nature of some exploited and overworked factory hand, who just would not be properly dissatisfied!

The several chapters are made up of various addresses and essays written by the author at different times. Too much consistency should not, therefore, be required. It does seem a trifle too much, however, to liave to accept the author's inclusive condemnation of government and all of its institutions, forms and acts, in one chapter, and in another his extensive program of industrial reform, which could not possibly come into extensive or general application without the aid of legislation.

A chapter on Social and Political Life in China, which ends the volume, leaves one mildly in doubt regarding the extent to which the author would substitute for western customs the social and industrial life of the Orient.

JOHN A. FITCH.

THE NORTH AMERICAN IDEA

By James A. MacDonald, L.L.D. Fleming H, Revell Company. 240 pp. Price \$1.25; by mail of the Survey \$1.35.

A book that must be heard to be appreciated. Reading the eloquent periods in which the author has set forth the splendor of the "North American Idea" of "the inalienable and priceless right of a free people to govern themselves" is like viewing the glories of the rainbow in a prism. Editor though he is by profession, Dr. Mac-Donald is by the grace of God an orator-every inch of him. Perhaps it was the exigencies of the Cole lectureship of Vanderbilt University which drew forth these winged words, that led to their imprisonment in cold type. But if the book, as a book, has few merits, the writer of it has many.

Especially worthy of commendation is the courage of his defense of the Tories in the revolution and his sane and generous attitude toward the enemy in the world war. There must be no thought of excluding the Teutonic powers from the league of nations which shall succeed to the anarchy of the old international system. "No people can have security unless all peoples have security. No people can be wholly free curity. No people can be wholly free

unless all peoples are free." Neither may there be any spirit of hatred or revenge in the final settlement. "In the sight of the bereavement of the world the idea of further punishment will fade away. Neither on reward nor on punishment can a civilization so ruined be restored. There can be only one punishment that counts, the visitation of sorrow already so awful in its universality; only one reward worth while, the better reconstruction of the world."

These are brave as well as wise words of the Canadian preacher-editor, which put to shame more than one preacher and editor nearer home.

GEORGE W. KIRCHWEY.

FIFTY YEARS OF AMERICAN EDUCATION

By Ernest Carroll Moore. Ginn & Co. 96 pp. Price \$.80; by mail of the SURVEY \$.86.

One of the best things that could happen to American education would be for every one who is in any way concerned with it to spend the necessary hours right now doing what Professor Moore has done in writing this brochure. Peace may be near or far, but it will come, and there is danger that it will find educators unprepared. Doubtless they will have plenty of the reconstructive spirit, but they may not have thought through the new forces that education after the war will have the liberating ideas that it will have to interpret and keep abreast of, and the enlarged view of world needs and human relationships that will demand some form of expression in the schools.

In our own Civil War we faced a similar condition. Those all-absorbing questions of slavery and a disunion interrupted one of the most active periods of educational expansion in our history, and at the end men's minds had to grope their way back again to the old purposes and refashion these in the light of a new national unity and a more embracing singleness of goal. How quickly they did this is shown by the prompt passage by Congress of the act of 1867, creating for the first time a national department of education that committed the government to the promotion of efficient schools throughout the country.

At the end of the present war we shall find larger questions than these to be answered. Nationalism, with all of its faults and virtures, its explosive as well as cementing possibilities, will demand to be reconsidered. Patriotism will insist upon standing for friendship, not for enmity. History will reveal new high lights, and much that has been submerged in historical teaching will now be brought to the fore. Civics will become broader in scope and will strike deeper at the roots of political functioning. Organization as a word, will be even more powerful than before.

New values will be discovered in industry, new applications in the use of science. There will be a general quickening in the processes of commerce, technical skill will be more highly valued than before, and the faults of waste and extravagance will be more glaring. Certain professions, such as public health and preventive medicine. will receive added dignity from the successes they have attained in war. Consumers will probably be discovered to have more rights, producers more obligations. We may even learn, before the lessons of the war are quite obserlete, that literature and the arts, especially painting and music, are quite worthy of modes of study and conservation not heretofore granted them, that appreciation alone is a constructive force, and that while Nature may reserve the right of making artists, man can at least pay her the compliment of making audiences and spectators.

These are some of the raw materials that education will have to battle with, to deal with. What better way of preparing to master them than by spending a few calm hours or days right now going over the past, noting its trend and failures and catching the spirit of its successes? Professor Moore has done this only in part. He has written briefly, with little thought of analyzing his great array of facts. Indeed, the occasion for his writing was not educational at all, but to celebrate the fiftieth anniversary of Ginn and Company, publishers of many text books. Nevertheless, his treatment suggests the consecutiveness of educational development. and while it horders on the encyclopedic in its style of presentation, it may well inspire the reader with a desire to look elsewhere for causes. If it does so and thus clears the air for a surer grappline with what is in store for the nation, no one will question the value of its service

WINTHROP D. LANE.

WAR SHOCK

By M. D. Eder, M.D., R.A.M.C. P. Blakiston's Sons & Company. 154 pp. Price \$1.75; by mail of the Survey \$1.87.

The place of this volume in the socially-minded person's library is among his books of rather special reference. "It offends the scientifically trained mind," says Dr. Eder in his preface, "to read as I did today: 'A soldier who became dumb two years ago after an explosion suddenly recovered his speech at a cinematograph show." Not, apparently, that the cinematograph show is blameworthy for the event, but it is not necessary, as the book continues, that a soldier's cure should have to depend upon a chance stimulation of his emotions at so long an interval after his injury. It is possible to reduce this period of suffering to a few days or even

at times to a few minutes. And one hundred examples of such prompt and successful relief form the content of this

In relation to such volumes as that by Dr. Elliott-Smith (reviewed in the SURVEY for November 17, 1917) Dr. Eder's book might be said to indicate the technique by which some of the results told briefly in that volume are to be achieved. It embroiders the theme maintained in many recent discussions—that shell shock is only another form of expression for symptoms common in civil life.

Dr. Eder is in charge of the psychoneurological department of the British army at Malta. The larger number of the cases which he describes were those sent to his department at this place. A few came into the wards of which he had charge during the Gallipoli campaign. All are cases of psycho-neurosis; he excludes psychoses. Details of the analysis and treatment are of the type more or less familiar now to readers of

Freud, Brill or Jung. But in addition to psychotherapy there is also a physiological re-education. used when paralysis of the speech organs was present. Suggestion with or without hypnosis was, says Dr. Eder, the most fruitful method of treatment. After a cure is complete, the man should not at once be returned to active service, though after a few weeks of change of scene the man usually desired to be so returned. Further, Dr. Eder strongly urges that no patient should be discharged from the army until he is entirely cured. To send men back into civil life before they are well or some arrangement is made for a good position for them, practically assures their serious and permanent handicap. Suitable employment must be assured them before they are let go,-this, for their own sakes as well as for family and society.

From every point of view, says Dr. Eder in closing, early and adequate treatment for these men is imperative. Many a patient dismissed uncured sinks into chronic invalidism and becomes a misery to himself and to his family. It is at this point in any country that the best efforts of military authorities touch those of worst service, medical and social, in the civilian field.

GERTRUDE SEYMOUR.

DEMOCRACY AFTER THE WAR

By J. A. Hobson. Macmillan Company. 215 pp. Price \$1.25; by mail of the SURVEY \$1.33.

The world over, those who can see below the surface may sense the division of forces which, the most formidable armies the world has yet seen, will front each other in the war after the waron the one side a narrow nationalism aiming at security for property and vested rights and armed with all the authority of tradition; on the other internationalism, democracy and social justice.

Mr. Holsion presents his forecast of this mighty battle with the aid of initmate and accurate knowledge such as few men possess. The first part of his book, picturing the forces which are lined up against democracy, brings little that is new; but in the second part, The Defence of Democracy, he draws a program, which is at once a challenge and a prophes.

Political and economic inequality, he shows, form a vicious circle from which escape seems impossible. The chief danger of the period upon which the world is now entering lies in the emergence of pseudo-democratic movements, which if successful, would only fasten the yoke of dependency the more firmly upon the people.

Space does not permit to follow here his argument more than in briefest outline. The new nationalist plan of social organization will be hedged in by a veiled imperialism, by protectionism linked to state guarantee of minimum earnings (he calls this the Prussian-Australian program), by militarism in the name of self-defense, by legalism, bureaucracy, "regulative socialism" the control of railways, mines and basic industries, by an increased authoritarianism in church, school and press under the guise of patriotism. It will be fortified by social legislation and by a sham representation of "labor" in a government becoming more and more absolute and unrepresentative

The defense of democracy, he contends, consists first and foremost in a welding of particularist movements for various practical reforms and ideals of social organization. Its weakest point is the disunion of the economic and the political formulas of progress: on the one side a rigid state socialism, on the other the syndicalist aversion to all participation in the political struggle. The idea of an industrial state controlled by representative committees of labor and capital within the political state in which the workers take no interest, an idea "bred of political despair," cannot but lead to a complete domination of capitalist interests.

Mr. Holsson's outlook is frankly pessimistic. There is no sign as yet among the people of a leadership which will accept the new conditions brought about by the political and economic upheaval of the war. "The poverty of the poor and the wealth of the rich conspire to make democracy impossible;" not intellectual inferiority but lack of opportunity to be well informed, to act unitedly, to translate sentiment into action, a conservative clinging to antiquated methods of defense under the stress of constant fear, the hold of the powers above on the educational system -these and other conditions have weakened the defense.

The author believes in evolutionary processes of social betermment. He visualizes more clearly than any other contemporary writer the main direction of the road along which humanity must progress towards emancipation from tyranny in every form. But he leaves the reader in doubt whether, after all, Marx was not a true prophet and the world has yet to pass through a catastrophe of social institutions even greater.

BRUNO LASKER.

ALSACE-LORRAINE

By Daniel Blumenthal, 60 pp. G. P. Putnam's Sons. Price \$.75; by mail of the SURVEY \$.80.

Mr. Blumenthal enjoys the distinction not only of having been the elected mayor of the city of Colmar in Alsace for nine years and of having served both in the Senate of Alsace-Lorraine and as a a member of the Reichstage but also, we are told in a preface by Prof. Douglas Wilson Johnson, of having been condemned to death eight times and of carrying sentences aggregating more than five hundred years of penal servitude.

These honors have not, however, damped his spirit. Like Pierre de Lanux, in his recent book, he asserts that France would never have undertaken, and Absuc-Lorraine never have demanded, a war of revenge to secure the return of these provinces. It is since the beginning of the war that their fate has become a crucial problem of world politics. He depends upon America to throw the whole weight of her influence into the reunion of the provinces with France.

No possible alternative solution is discussed or even mentioned by the author. Like many writers on this subject, he does not keep sufficiently apart the evidence of the revolutionary sentiment against the imperial yoke from that of a real and complete attachment to France. There can be no question at all as regards the former, since it is overwhelmingly strong. On the latter, the author is not quite so convincing.

What answer has Mr. Blumenthal to the suggestion, now more and more widely discussed, that the creation of an independent republic, with the inclusion perhaps of Luxembourg, has an even greater promise than reunion for lasting peace and for a lasting justice to his countrymen? He says they are "very practical men" as well as, idealists. Ethnically and historically, Alsace-Lorraine offers a unique contribution to the family of nations. It has a language of its own and has developed a national consciousness in the common fate and aspiration of its people.

B. L.



#### FOR A CONSTRUCTIVE LAW ON IMMIGRATION

RGANIZATIONS interested in the welfare of immigrants and students of general problems of immigration have felt for some time that there is need for a joint effort to revise the immigration legislation of this country so as to correlate the existing incomplete, disconnected and piecemeal laws and methods.

A group of men, including John Collier, Franklin H. Giddings, W. W. Husband, Hamilton Holt, Jeremiah W. Jenks, George Kennan, Herbert Parsons, Charles Stelzle, Charles R. Towson and Sidney L. Gulick, has been studying these interrelated problems, striving to work out a sound and systematic policy. They have adopted the following principles as a basis for further discussion:

- I. The United States should so regulate and, where necessary, restrict immigration as to provide that only so many immigrants of each race or people may be admitted as can be wholesomely Americanized.
- 2 The number of those individuals of each race or people already in the United States who have become Americanized affurther immigration of that people.
- 3. American standards of living should be protected from the dangerous economie competition of immigrants, whether from Europe or from Asia.
- 4. Such provisions for the care of aliens residing among us should be made as will promote their rapid and genuine Americanization and thus maintain intact our democratic institutions and national unity.
- 5. The federal government should be enpowered by Congress to protect the lives and property of aliens.
- 6. All legislation dealing with immigration and with resident aliens should be based on justice and good will as well as on eco-nomic and political considerations.

They agree that the regulation of the rate of immigration need not be on any arbitrary or uncertain basis, but should be on that of a definite maximum percentage of annual immigration from any people already represented in this population as naturalized citizens and as American-born children of immigrants of that people. The establishment is advocated of a federal bureau for the registration of aliens and the maintenance of a continuous register of all immigrants until they have qualified to become American citizens.

In addition to the federal bureau for the distribution of immigrants which, in this plan, is to be provided with increased appropriations for a larger and more effective activity, there is to be a federal bureau for the education of aliens for American citizenship, for the purpose of promoting the establishment of suitable schools where needed by means of subsidies to local educational authorities. Support is given, further, to the pro-posal for a bill that would enable the federal government rather than the states to exercise immediate jurisdiction in any case involving the protection of and justice to aliens, a function which devolves upon the federal government under a number of treaties, but which it has as yet neither legal power nor machinery to fulfill. Graduation from schools for citizenship, it is suggested, and continuous registration for the required period of residence, should be made obligatory qualifications for naturalization. These proposals are not put forward either as final or as completely meeting all legislative needs.

Sidney L. Gulick (105 East 22 street, New York city), secretary of this group, would be glad to send further information to readers of the SURVEY and to receive correspondence whether in the shape of endorsement or of discussion of

the proposals named.

Eshenary 23 1918 Vol. 39, No. 21 THE SURVEY Published Weekly by SURVEY ASSOCIATES, INC. 112 East 19 street, New York

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#### HOW WORKINGMEN FARE AT WASHINGTON

F ANYONE has any doubts about the new power and influence of labor in the affairs of state, he ought to spend a few days in Washington, Recently a visitor at the nation's capital dropped in at the Department of Labor building, Outside the office of Secretary Wilson, standing in the hall, he passed a group of men. Inside, waiting in the anteroom, was another group. The men inside, he learned, were the president and secretary of the Chicago Federation of Labor, and a delegation from the union employed in the Chicago packing houses,

Who are the fellows out in the hall?" asked the traveler. "Oh, they are packers," someone told him, "Armour and Swift and Cudahy, you know."

There they were-the representatives of the men inside, the millionaires outside, and all awaiting the pleasure of William B. Wilson, coal miner and Secretary of Labor. Later, when Mr. Wilson invited both groups into his office, the responsible heads of the packing industry of the United States met face to face the representatives of their employes for the first time in fourteen years.

The traveler looked on these wonders and then went out and caught a car in the direction of the office building occupied by the American Federation of Labor. The man he wanted to see of Labor. The man he wanted to see there gets \$2,500 a year for guiding the destinies of a union with a membership of 100,000. He arrived just in time to hear the labor leader explain to two employers who were waiting that he could not see them. He had barely time then to reach Secretary McAdoo's office to keep an appointment. Another labor official, for whom inquiry was made, was over at the capitol appearing before a committee of Congress. A third was just leaving for a conference with a government official,

Wandering back toward the White House end of Pennsylvania avenue, the traveler stopped at the offices of the Committee on Public Information. They were just giving out the report of the were de night of the night of t

world."

These are but the outward and visible signs of change. It need not be "so-cialism" or "Bolshevism"—Andrew Carnegie used to like to talk that way, too, both before and after unionism had been wrecked at Homestead, and Mr. Schwab is an apt pupil—but it is a change in the direction of greater influence on the part of labor and greater power in the afford labor and greater power in the afford is a change in the direction of greater influence on the part of labor and greater power in the afford.

be the man who will dominate the

fairs of the nation.

There are two ways in which this new influence is now making itself manifest in Washington. One is the calling of labor leaders into consultation with government officials over matters of importance. It has always been customary for government officials to seek the advice of men of consequence in the world of business and finance. Sometimes they have invited the labor men to express their views. But never before has the latter been done so freely and constant-lives now.

The other indication of an increased appreciation of the importance of labor appears in certain constructive policies now being worked out. In the Bureau of Ordnance, for example, there is a new division, one that never has existed before—the section of Industrial Service, with Dean Herman Schneider of the University of Cincinnait at the head.

The Bureau of Ordnance has far more to attend to than the government arsenals, which are directly under its control. There are thousands of private manufacturing plants working under government contract on armanent and munitions of war. The bureau is vitally concerned with the operation of these factories. It must see that the contracts are fulfilled, and that the goods are up to specifications.

Once such a task might have been thought of as a problem of business adjustment. Now it is recognized as a labor problem too, and one of such magnitude that Dean Schneider is laying the foundations of a government agency for dealing with it that will enlist the services of several hundred people. He

called to his aid some of the perts of the country, in their

the Industrial Service Section, as now planned, is to have a sub-division on information. Statisticians and industrial experts will be employed to secure and make available information relating to the comfort and well-being of labor, the supply of labor and the best methods of dealing with bodies of men. Another sub-division will handle, study and work out a system for the furnishing of the different plants with an adequate labor force.

Some of the factories working on supplies for the government have rather crude ideas on the subject of dealing with men. Their methods of hiring and firing tend to aggravate the condition of the labor market. Another subdivision, therefore, has as its task the introduction of an intelligent employment management system in all the factories which lack in that respect. Major Tully, formerly with William Flene's Sons Company of Boston, has charge of this division.

There is a sub-division of adjustments—in other words, a mediation division, in charge of Captain Boyd Fisher, who has had unusual training for such work in the study that he had made in recent years of employment management, in Detroit and elsewhere.

#### WOMEN EMPLOYES OF THE GOVERNMENT

OMBINING to a certain degree A the functions of all the other divisions, there is a Women's Department in charge of Mary Van Kleeck of the Russell Sage Foundation. The interests of all women employed in the government arsenals and the privately owned munitions factories will be a matter for the attention of Miss Van Kleeck's department. Before taking up her present work, Miss Van Kleeck had directed an investigation of the work of women in the government storage depots. She will make similar studies in the munitions plants and will make recommendations to the Bureau of Ordnance regarding sanitation, hours of labors and all matters affecting the welfare of women.

In the Quartermaster's Department, a division similar to that of which Dean Schneider is in charge, will soon be organized with Ernest M. Hopkins, president of Dartmouth College, at the head. Before becoming a college president, Mr. Hopkins was employment manager for several large corporations.

Another example of the recognition at Washington of the importance of labor appears in the new plans that are being worked out in the Department of Labor. A statement concerning this new development was made in the SURVEY for January 26. The advisory council, which was created by Secretary.

Wilson to assist him in making plans, is meeting every day and shaping up the administrative method by which the new plans are to be accomplished.

A development within a week has been the appointment by the Labor Department of a conference committee of employers and union leaders to work out together a program of industrial relations for the period of the war. The employer members of the committee, who were chosen by the National Industrial Conference Board, are as follows: Loyal A. Osborne of New York, vice-president of the Westinghouse Electric and Manufacturing Company; Charles F. Brooker, of Connecticut, president of the American Brass Company; W. J. Vandervoort of Illinois, president of the Root and Vandervoort Engineering Company; L. F. Loree of New York, president of the Delaware and Hudson Railroad Company; C. W. Michael, president of the Virginia Bridge and Iron Company. The union members of the committee, chosen by the American Federation of Labor, include Frank J. Hayes, president of the United Mine Workers; William L. Hutcheson, president of the International Brotherhood of Carpenters; J. A. Franklin, president of the Boiler Makers: Victor Olander, vice-president of the International Seamen's Union, and T. A. Rickert, president of the United Garment Workers .

These two groups are to meet in the near future and select two representatives of the public to serve on the com-

mittee with them.

The National Industrial Conference Board, which chose the employer members, is a federation of most of the leading employers' organizations of the country. At the time of its organization, two years ago, it was hailed as "an eight billion dollar combination against labor," and was bitterly denounced by Samuel Gompers at the 1916 convention of the American Federation of Labor.

Another interesting sidelight is the appointment on this committee of William L. Hitcheson, president of the Carpenters' Union, to whom President Wilson wrote on February 17 peremptorily inquiring, "Will you cooperate or will you obstruct?" The strike of ship carpenters, which began with some of the men on Staten Island and threatened to spread to all the shipyards of the East, was nipped in the bud by the President's action, and the dispute is to be left to the Labor Adjustment Board.

The criticism of the attitude of the head of the Carpenters' Union, who had refused to enter into the arbitration agreement signed by the heads of the other unions involved in shipbuilding, has been general, and it has been intimated that President Hutcheson did not have the sympathy even of his fellow trade unionists.

A further evidence, not so much of the influence of labor in the government as of the recognition by the government of the needs of its own employes, appears in the new division on housing and health, with Zenas L. Potter, formerly in charge of the welfare work at the National Cash Register Company at Dayton, as chief. The problem of housing government clerks has become exceedingly difficult. There was an addition of 20,000 new clerks in the various departments of the government at Washington in 1917. This, it is estimated, meant an increase of at least 50,000 in the population of Washington. It is anticipated that 20,000 more will be needed in 1918,-the 1917 contingent practically exhausted the surplus of houses and furnished rooms. Now hundreds of prospective employes are going to Washington and are finding it

impossible to get a place to sleep. Every night the Union Station is crowded with those who have no other place to go. It is stated that 50 per cent of those who at the present time are being certified by the Civil Service Commission for positions are obliged to refuse positions when they are offered. because they can find no suitable place in which to live. It is to this task which Mr. Potter is addressing himself. His first step was to secure from the President's Emergency Fund \$25,000, which he is loaning to boarding-house keepers who can furnish satisfactory credentials, to enable them to secure furniture and other equipment necessary for carrying on their houses. A bill has been introduced in Congress calling for an appropriation of \$10,000,000 for the building of houses and dormitories within the District of Columbia. Plans are being drawn for the erection of dormitories to house five hundred people each; others for a model housing development which would enable the building of houses in blocks with a cen-tral heating plant. These houses are planned for army officers and civilian employes, to rent at \$40 a month.

The division is charged also with the responsibility of looking after health, recreation, feeding and working conditions. Mr. Potter hopes soon to have the assistance of an adequate medical force and an ample staff of visiting nurses who will call upon anyone of the 10,000 employes of the War Department within twenty-four hours after she is reported absent on account of illness. He expects by a bulletin service to acquaint the new employes with the recreation possibilities of Washington. A large building is now being erected to serve as a lunchroom for employes, and Mr. Potter's department will advise concerning its management. His staff will also make inspections from time to time of sanitary and working conditions; will interest themselves in the adjust-



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ment of any disputes that may arise, and in every way possible will assist in an attempt to make conditions of employment in the War Department what they should be.

## A HOLIDAY'S WAGES FOR RELIEF

W ASHINGTON'S birthday will be celebrated in a singular fashion this year by the 75,000 members of the International Ladies' Garment Workers' Union in New York city, Practically the whole number, by arrangement with their employers, will forego the holiday and turn over the day's earnings to the American Jewish Relief Committee to mitigate the suffering of their war-stricken brothers in Europe. Many employers have offered to pay time and a half or double time to show their appreciation of this special effort, the most generous in some cases being those who have already contributed substantially to the cause.

"The cooperation effected between the manufacturers representing capital on the one hand and the members of the union and its many locals representing labor on the other," says Jacob H. Schiff, chairman of the committee which carried through this plan, "constitutes one of the most remarkable and striking instances of self-searifice in the history of the country."

## THE CHICAGO POLICE AND "WET" DANCES

THE Juvenile Protective Association of Chicago has addressed a
communication to the chairman of the
City Council's sub-committee on police
economy calling attention to the special
bar-permit dance system "as an important cause of waste and inefficiency on
the part of the police force and as a
positive factor in the present crime situation with which the city is confronted."
It includes the following pointed facts:

During December, 233 special barpermit dances were held. One policeman on special detail is obliged to be stationed at each of these dances to preserve order. In the month of December, over 350 policemen were thus removed from their legitimate business, serving from 8 P. M. to 3 A. M. during the hours when the citizens of Chicago are most urgently in need of their protection. At the rate of \$90 a month, this cost the city over \$1,000, or at the rate of \$12,000 a year. The city receives nothing for the services of policemen thus assigned. Of the sixdollar fee paid for the permit, three dollars goes to the police pension fund, the balance covers the cost of investigating the application, clerical work in the collector's office and the time of the general superintendent and second deputy required to issue the permit.

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OFFICIAL REGISTER

DIRECTORY WOMEN'S CLUBS

IN AMERICA for 1918 (Vol. xx.) now in prep aration. Best possible medium for getting before program committees as lecturer or entertainer. "Lecturer's Section" goes free to the new program commitaines of any kind, early enough in the spring for the next season, listing. Gives every federated club in the United States, and is used throughout the year all over the country. Entertainers, leeturers, acc., address for terms.

the removal of policemen on special detail at the newspaper alleys, the Juvenile Court and Juvenile Detention Home, where they perform a useful service to the community, it appears to be unwise and inconsistent to permit their continued employment on special detail at these dances. The general superintendent of police considers "no dance decent which requires the presence of police officers to preserve decency." The abolition of the special bar-permit ordinance would thus promote wholesome dances for young people in the 445 dance halls in Chicago, would indirectly increase municipal revenues and would materially add to the efficiency of the police department, enabling it better to provide the protection for which it is organized.

This communication by the Juvenile Protective Association is reinforced by specific facts and figures of what was witnessed by the investigators in violation of the ordinances forbilding the presence of minors, the sale of liquor to soldiers and the continuation of serving liquor after 3 A. M. The numbers of police officers were given, who were present and did nothing to prevent these violations, and who were drinking at the bar meanwhile.

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## NEW YORK'S PAROLE LAW ATTACKED

IF bills now before the New York legislature, introduced by Assemblyman Bloch and Senator Foley, both adherents of Tammany Hall, and supported by Mayor Hylan, should pass, New York city's Parole Commission would be so changed that its advocates believe its usefulness would be destroyed. This commission represents the greatest advance yet made in this country in the administration of the indeterminate sentence. Under the act creating it there is a maximum but no minimum term for a large number of repeaters and a few first offenders sentenced by the city; the theory of the law is that no human wisdom can tell beforehand how long an individual will need to be confined before he is fit again to return to society. In deciding when this moment has arrived the commission reverses the judicial process, decreeing a man's release rather than his commitment. canvasses a wide range of facts bearing on the question-his pre-institutional record, his conduct under sentence and his future prospects.

Last year the commission paroled 2,650 prisoners, an average of eight or nine a day. It had under parole during the year 3,500 prisoners and its agents made 45,000 visits in councetion with its work. The members of the commission gave large amounts of time—Katharine B. Davis, chairman, being a full-time member.

The Foley and Bloch bills propose to

substitute for the present members persons who already have more than they can do. They would wrest from the mayor the power of free appointment he now has and compel him to designate a judge of the Court of Special Sessions and two magistrates as members. These are not to be paid. Friends of the present arrangement believe that this will emasculate the work of the commission, since the judges will not have time to review carefully the cases of the prisoners subject to parole. Moreover, the mayor may revoke his designations at any time and substitute others. What power this would give him to interfere with and control the parole of prisoners is clear.

#### GOOD CAUSES AND SCHOOL CHILDREN

EVEN before the announcement that the Red Cross would conduct a campaign between Lincoln's and Washington's birthdays to enroll all school children as junior members, evidence was accumulating that a number of school authorities were growing apprehensive over the large number of appeals made by organizations, especially those engaged in war service of some sort, to be allowed to carry on their work within and through the schools.

Several educators, confronted by such demands from more than one hundred organizations, expressed themselves frankly at a conference of New England state superintendents only last month. Some said that no organization should be given permission to work within the schools unless its officers were immediately responsible to the school authorities. Others added that such groups must have a distinct educational aim. All testified that the number of appeals had been greatly increased by war emergencies. The Red Cross was mentioned by name, several speakers contending that even so important and commendable an organization should not be allowed to usurp the regular educational

A similar protest has been made in Indiana. The State Council of Defense is reported to be receiving objections from superintendents who are besieged by never-ending requests. There it has been suggested that a clearing house ought to be established to which requests for entering the schools could be referred. Indeed, the State Teachers' Association has recently recognized the educational section of the Council of Defense as the official committee for guidance on this matter. This committee is sending a letter to all superintendents and high school principals, advising them "not to permit any person or organization to ask school children to sign a war pledge, either for a financial contribution or for service, without first

giving them an opportunity to talk the matter over in their homes." Any proposition, says the letter, "that cannot secure the support of our boys and girls with the approval of their parents should be rejected by the schools." At least one journal of education, the School Review, has already commented favorably on this more.

The campaign to secure junior Red Cross members in the schools was approved by Mary C. C. Bradford, president of the National Education Association.

#### PERIODICALS

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[Fifty cents a fine per month; four weehly interhous; cepy unchanged throughout the month. Vocational. Guidance Association, National, Atlantic City, N. J., February 26. Conference on "War Problems to Vocational Adjustment." See'y, W. Carson Ryan, Bureau of Edication, Washington, D. C.

#### THE SURVEY'S DIRECTORY OF SOCIAL AGENCIES



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#### KEY

If you know the name of the agency or organization, turn direct to the listor organization, turn direct to the list-ings (3d column) for address, corre-sponding officer, etc. [They are ar-ranged alphabetically.]

If you seek an unknown source of information, turn to the subject index, following. The initialings correspond to capital letters in names of agencies.

If you want to know the agencies at work in any great field of social concern, turn also to this index. [They are grouped under major subject clas-sifications, as "HEALTH," printed in capitals.]

Correspondence is invited by the agencies listed; questions answered (enclose possage for reply) and pamphlets supplied free or at nominal charges. Membership is not required of those seeking information, but ofor mose seeking information, but of-fers an opportunity for you to share spiritedly and seriously in your com-munity or profession in an organized movement which is grappling with some country-wide need or cause.

If you are uncertain where to turn, address the SURVEY, and we shall endeavor to get your inquiry into the right hands.

#### WARTIME SERVICE

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The development of this directory is The development of this directory is one of several steps in carrying out this commission. The executives of these organizations will answer questions or offer counsel to individuals and local organizations in adjusting their work to emergent wartime demands.

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The British Labor Offensive By Paul U. Kellogg



It has become almost fashionable to speak contemptuously about "business men." They have become as unpopular as hedge-hogs at a picnic. But it is a cheap pastime to denounce all "business" men as Profiteers. Under the present profit system what business man is not obliged to make as much money as he legally can, or be forced to the wall by some competitor who has not such fine sensibilities? And which of you, so smug in your virtue, wouldn't rather eat pate de foie gras than file a schedule of liabilities?—which brings us to the real point of this discussion:



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## The British Labor Offensive

The London and Nottingham Meetings

By Paul U. Kellogg

EDITOR OF THE SURVEY

AST WEEK meeting in London, representatives of labor and socialist groups in England, France, Italy, Belgium, Portugal, Rumania and South Africa accepted in substance the war aims put out by British labor in December; projected an international conference, to which representatives of the working classes among all belligerentswill be invited; determined upon an international labor conference ost it concurrently with the official peace conference whenever held; called for a labor representative on each national delegation to the latter; and voted to send five delegates forthwith to the United States "for the purpose of conferring with the representatives of the American democracy on the war situation."

This London meeting was the second step in the deliberate execution of what may come to be known as the British labor offensive. The first step, culminating at Nottingham a month earlier, was to get unanimity on war aims among the labor bodies of Great Britain; the second (at London), to bank up majority and minority labor groups among the allies behind a common program; the third (at an international meeting in Switzerland), to outflank the military deadlock and the diplomatic inhibitions that for three years have isolated the working classes of Europe, and to find out for themselves first hand whether or not they might clear a way to peace.

Whether the war is to end through a military decision or through negotiation, they thus serve notice that they propose to have a say in the settlement of the struggle in which they have spent and been spent so unstintedly. They are profoundly at odds with the whole scheme of foreign relations which broke down in August, 1914. They feel that they have paid the piper, and they do not propose to leave their security against future wars in the hands of the governing classes with whom they identify this war. They are not sanguine as to the ability of those classes to get them out of it, or get out of it what they went into it for, much less to lay a new world order that will stand. They look to the common feeling and brotherhood of the masses the world over as the only factor sufficiently forceful to checkmate competing commerfactor sufficiently forceful to checkmate competing commer-

cialisms—as a bond to hold the world together, greater than all the international laws and courts and treaties that can be devised. They forecast a recoil against the old order of things which in the period of reconstruction will effect changes in the economic life, nation by nation, profound as those in the politic life following the French revolution and the Napoleonic wars, when by the 30's the husks of feudalism had been thrown aside and the middle classes emerged in the liberal movement throughout Europe. With this difference: education, newspaper reaching and interchange of ideas now quicken and bind deeper reaches of the social order. These the great war has cut asunder and isolated; but the working classes throughout Europe have gone through like experience and out of their common travail they may find common purpose.

Thus it is that the British labor men, and with them now allied labor, propose to find out, if they can, on what terms of settlement the German and Austrian working classes (with whom before the war they had much in common) stand close to them; what differences separate them; which of these differences are due to ignorance and distortion, and so can be swept away by letting in the light; which of these differences are due to obstacles thrown in the way by other interests in the national life, and so can be combatted internally with mutual understanding and support; which of these differences, if any, are in truth irreconcilable, and so must be fought through to a finish. And they believe that their statement of war aims brings the issues back to the un-imperialistic bedrock on which they (regardless of what motives actuated other groups in their own nation or in other nations) went into the war, and on which they propose to fight to the end-the issues of self-determination, which cluster about Belgium and which are democracy's answer to militarism and conquest. They believe they have stripped off those elements of competitive aggrandizement-forcible annexation, punitive indemnities, economic boycotts and the rest-which have come to encrust these first purposes and have given color on every hand to the propaganda that each people is fighting a war

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"Democratic diplomacy has begun."

of defense. They believe that these issues are so close to the mainsprings of working class feeling that the German socialists will get out of hand if their majority leaders go back from such a conference refusing to meet them. They believe that they will have driven a wedge between the German working class and the government which, sooner or later, will rend the central empires if the workers meet the issues and the governments refuse.

They are not visionaries, these labor leaders; they do not expect to unravel in a night a skein which has been tangled and knotted by three years of blood and strain. They do not waste time in debating whether it can be cut over night with a sword, with those who have foreshadowed a swift military decision with every spring. Rather they are going about the slow task of putting as much courage, patience, hard thinking and mass action into their labor offensive as goes, say, into preparing for a half mile of artillery fire, barrage and infantry assault. And they hold it as reprehensible to ignore and neglect the marshalling of civil pressure in the great struggle as it would be to ignore the air service or the navy.

They are not defeatists, these labor leaders. They were as active in their project last fall, when the British second army thought it had turned the corner of the war at Paeschendale, as they are today when the whole talk on the western front is how to meet the anticipated German drive. They simply do not take stock in the cry that you cannot wage war and exert statesmanship at the same time. They do not fear that labor negotiations will demoralize the allied armies; hely hold that with nations at war, civilian morale is equally or more important, and that secret treaties, dickers over territory, the mistrust and lack of confidence which come of fogged purposes, are forces of disintegration which can be

overcome only by bringing the purposes of the war unequivocally out into the open and out at a level upon which the average man will be fully willing to continue to lay down his life and those of his sons.

They are not peace-at-any-pricers. Their statement of the conditions on which they will continue their support of the war and on which they are prepared to make peace are affirmative. They are simply through with talking about victory like buying a pig in a poke; about winning the war, without setting forth what ends you hope to win and without keeping your mind open to any less humanly costly way of achieving those ends.

They are not for a separate peace. Their whole procedure is to organize a common front; and to do it, not, as they believe the governments had done prior to President Wilson's initiative, by arriving at the least common multiple of their several ambitions, but by cleaving through to what are the great common denominators of democratic purpose.

They are not Bolsheviki, though they have been stirred by the adventuring of the followers of Trotsky and Lenine; it is the Russian Minimalists who cabled concurrence with the British statement, and it is with their leaders that they have old associations. But they ascribe in no small part to the allies themselves (in failing to meet the Russian provisional government half way in the matter of war aims and in blocking the Stockholm meetings) the overthrow of Kerensky, the cave-in of the Russian armies, and all that these events have meant; and they believe an altogether different outcome of the Brest meetings would have come, if the same attitude had not been persisted in toward the Maximalists.

They are not, in fine, anything that the jingo press ascribed to them in the fall and early winter, and they are not concerned with what it ascribes to them now, except as it affords powder to their agitation and goes further to identify the contrary policy with those very forces against which the English labor movement has wrestled in forcing through domestic, industrial and political reforms in the last twenty years.

Now it is just here that the British labor offensive has a significance that provokes the most careful scrutiny and warrants a definite effort to interpret its trend as the English labor leaders see it, to American social workers-and to the American labor movement which was conspicuous by its absence from the inter-allied conference in London. The positions I have endeavored to sketch in broad outline are, of course, not altogether different from those held painfully by individual thinkers and small groups in each of the warring countries, individuals and groups who have been damned for their pains, and who have lacked both the mass and momentum to get their proposals across to the general public. But here, shouldering their way up into the arena not only of discussion but of decision, comes a body of men who refuse, quite as doggedly as the lonelier prophets, to be dislodged by conventional blasts of denunciation and whom the very winds of controversy serve only to reveal as a rapidly mustering

In France and Germany, the socialists have been split, and only the minority factions have taken a position of opposition. In Italy, it has been the majority, but the working classes in the Italian cities have not as yet found common cause with the peasants. In France, also, the syndicalists present a separate wing of the labor movement, discounting both the parliamentary groups of socialists. Since last fall, Italy like France, has been invaded and the psychology of the situation has been against any organized action which might be construed as counter to the prime duty of getting the invaders out. In undefeated, uninvaded England, the labor

movement was freer to assert itself along lines more nearly analogous to peace times.

Moreover, with hold-over parliaments, more or less out of touch with the modal changes in public opinion, and with coalition governments, short-circuiting the development of party sentiment as such, the policies of the older party groups among the allies have not crystallized around war issues in a way to clearly differentiate them. Here, the English Labour Party has found its opportunity; the elimination of its secretary, Arthur Henderson, from the British War Council by way of the "door-mat" on August 11 last, being the occasion for its action but not its cause. Within the last twelve months it has slowly formulated a coherent program, both of foreign and internal policy, which could be weighed against that of the government in power and which offered an alternative, fresher approach to issues of war and peace; a program which on its international side could be taken over by kindred groups in the allied nations who had been groping for such leadership, and which had the tremendous reinforcement of being, seemingly, more in line with the free statesmanship of the American president than the course their own governments were able, or chose, to follow.

Still another factor should be noted, and that is that the Labour Party is mustered largely of men who have been "for the war," and who are indispensable to it; who have the disconcerting effrontery to lay down with one hand plans for a great memorial in London to their fellows who have fallen in the conflict, and with the other set going the nominating machinery for contesting not only the 50 seats they now hold in Parliament, but 300 which, if they succeed, would give them more than either one of the older parties. miners of Great Britain, for example, with three hundred thousand unionists in the British forces, cannot lightly be discounted as "slackers," nor the British Labour Party set aside as negligible, with its 2,500,000 members, in the overt act of stretching their tent ropes to include all workers "with hand or with brain," with testimony of social unrest drawn by government inquiries from every part of the kingdom and with the clear prospect that the demobilized troops will join forces with them.

So it was that after a certain noble peer had been soundly scolded as a pacifist Tory for writing a piece to the papers: after a Russian government had gone down with its plea for a fresh statement of war aims unanswered; after President Wilson's formulæ had been met with altogether vague if hearty assents; after the U. D. C. leaders, and at their side. a score of like-minded commoners who had never broken silence before, had been denounced by spokesmen for the Cabinet for raising the issue afresh at Westminster; after all these things, a delegate conference of the Labour Congress (the industrial organization of British labor) and the Labour Party (the political organization of British labor) came forward with their joint statement of war aims on December 28, and smoked the government out. A carefully prepared statement was given out by the premier. There followed President Wilson's world-encircling message of fourteen points which the English labor leaders hailed as kindred to their own; and which the French parliamentarians, in a remarkable session of the Chamber, claimed as breathing the very spirit of France, marred only by the consciousness that their own government had not given it utterance first. Whatever the considerations inside the English War Council, and whatever commitments to the allies outside, had inhibited Lloyd George from coming forward earlier, no longer held after labor's show of hands. Rightly or wrongly, the labor group feel that they were the only force strong enough to have opened the way



LABOUR'S MAY DAY

Watter Orang del

for his statement; the only force strong enough to bring the government into line in the future on those crucial points of President Wilson's statement, and of their own, where the British official statement is silent; where France and Italy have not spoken. And heartened by these developments, the British Labour Parry went into annual session at Nottingham late in January, to gird its strength for further and more severe tests.

In a way, the Nottingham meeting originated nothing, brought nothing to a head. It merely affirmed the war aims which the two great British labor formations had agreed to in December, and which were to receive the sanction of allied labor groups at the February conference just held in London. The reorganization plans for the Labour Party, which were the chief item on the order of business, which had engrossed much of the time of the executive in recent months and which will lay the framework for its coming political campaign, were held over until a special convention, following the London conference. The tentative draft of its political platform-Labour and the New Social Order-in a sense recapitulated the program of internal policy adopted at the last meeting at Manchester. It was presented at Nottingham, not for adoption, but for reference to the constituent organizations in advance of its submission to a party conference in June next, or to a special conference should a general election come sooner,

Nevertheless, the Nottingham meeting gathered up all these strands into the cordage of its organized purpose and Course in New York Engages Post



"CAPTAIN COURAGEOUS"

easily may come to be looked back upon as the outstanding labor gathering of the war in England.

In it, for the first time, the labor movement clearly demarked itself from the coalition government, as a party of opposition if events so develop, but rather, for the present and for the future, as a party of affirmative proposal. Its Labour and the New Social Order may well become its charter for the reconstruction period, as its "war aims" are its international program. Two labor leaders, Mr. Barnes and Mr. Roberts, are members of the cabinet: Mr. Barnes is a member of the War Council. But while the vote of the conference was against demanding their withdrawal (Mr. Henderson leading the opposition in person) on the ground that it might embarrass the government in the prosecution of the war, there was no hiding the general satisfaction in the trouble they were having in their constituencies, and there was unanimous approval of Henderson's statement that never again would he be a member of a government in which labor was not in a majority.

In the Nottingham meeting, also, the swing of the labor movement "to the left" as the outcome of the three war years stood out as an accomplished fact. Throughout those three years, Ramsey McDonald, because of his immense personal

popularity, has been retained as treasurer of the organization. He was nominated this year by nineteen labor unions, national and local, nine labor councils, and twenty-six local labor parties, committees and leagues, with no competing nominations whatever. But for more than the first half of that period his stand on the war, along with that of Philip Snowden, W. C. Anderson, F. W. Jowett, and others, made these Independent Labour Party leaders seemingly almost as hopeless a minority in the Labour Party itself as they were in Parliament. Today they are the fighting end of the clear majority, giving it fire and vigor; with Arthur Henderson showing his powers as a political strategist in carrying with him into the new combination many of the more conservative leaders. Men like President Purdy still talk the language of a year ago but back up the international program which the rank and file have laid hold of with a fervor which can only be compared with the feel of a labor group in the midst of a great strike.

And finally, the Nottingham meeting not only sanctioned the "war aims," but wrote an enacting clause after them, in its decision to go ahead with inter-allied and international gatherings. It brought together fraternal delegates from France and Begium, who before they left made clear that their informal interchanges here had paved the way for such joint action. For themselves, the British delegates, representing the organizations affiliated with the Labour Party, passed the following resolutions:

#### THE LABOUR PARTY

## 17th ANNUAL CONFERENCE

That this Conference representing the organizations affiliated to the Labour Party-

- (a) Welcomes the statements as to War Aims made by the British Prime Minister and President Wilson, in so far as they are in harmony with the War Aims of the British Labour Movement, and make for an honourable and Democratic Peace:
- (b) Presses the Allied Governments to formulate and publish at the earliest possible moment a joint statement of their War Aims in harmony with the above;
- (c) Approves the arrangements made for the holding of a further conference in London on the 20th February of the Labour and Socialist Parties of the Allied nations on the basis of the War Aims of Briish Labour with the view of arriving at a general agreement among such Parties;
- (d) Calls upon the working class organization of the Central Powers to declare their War Aims and to influence their Governments to make statements of their War Aims in order that the world may see how far the declaration of all the Powers provide a basis for a negotiated and lasting Peace and
- (e) Assuming that a general agreement can be arrived at by the Lahour and Socialist Parties of the Allied nations directs that their several Governments should be then at once urged to allow facilities for attendance at an International Congress in some neutral State, preferably Switterland, at which organized working class opinion of all the countries may be represented, in order that nothing may be left undone 10 bring into harmony the desires of the working classes of all the beligerents.

That a copy be forwarded to the Prime Minister.

The next article by Mr. Kellogg, American Labor Out of It, will be Published in the Survey for March 9.

# Good Housing That Pays

#### By John Ihlder

EXECUTIVE SECRETARY PHILADELPHIA HOUSING ASSOCIATION

EVERAL years ago there was an attempt to organize the employes in the leading industry of a certain city not one hundred miles from Chicago and to call them out on strike. The organizers found their job a hard one. It was admitted that the men were getting lower wages than they could have gotten in Chicago, but somehow the comparison did not produce the expected reaction. Finally, one of the local men said: "The trouble is that we are able to live better here than we could in Chicago on higher wages, we have good shooks, we live in pleasant neighborhoods. How would we live if we lost our jobs here and went to Chicago?"

That was several years ago. What that laboring man said was not news even then either to employers or to employes. But there have been special reasons that prevented either from publicly acknowledging the truth of it. The employer, fearing complications if he committed himself too whole-heartedly to a campaign for better housing, either closed his eyes to conditions or started a little village of his own, where his concern for the homes of his employes would yield direct returns to the business with the least possible trouble by the way. Moreover, such a village, besides its business advantages. ministered to a very human side of his being. For quite the same reasons that village did not appeal to labor, especially organized labor. It was too much a thing of and pertaining to the boss. At the same time the wage-earner, like the employer, hesitated to commit himself too wholeheartedly to a campaign for better housing. He too feared complications. His program called for higher wages; he was not going to be placated with a better house.

So with employers fearing that better houses might demonstrate the need of higher wages, and labor fearing that better houses might be substituted for higher wages, the cause languished. Each party went its way, the employer substituting the better houses on his own conditions, the laboring man declaring that with higher wages he would be able to get the better house. Both have made some progress, just enough to demonstrate the inadequacy of either policy. Few of our company-owned villages are sources of real satisfaction to their proprietors; thousands of workingmen are leaving higher paid jobs for lower paid because they cannot live comfortably while they draw the high pay.

So gradually, but with a speed considerably accelerated by the war, the two parties are drawing together. The employer is beginning to acknowledge that higher pay is economy when it is invested in better living for the worker, the employe is beginning to acknowledge that higher pay is useless unless it buys a better living for himself and his family. They have not reached agreement on the subject yet, but some sort of working basis seems to be just around the corner. And now appear pamphlets such as those published by the Connecticut Mills at Danielson, Conn.

The Connecticut Mills have built a village for their employes. According to the pictures it is a very attractive village, no two houses in which are alike. The pamphlets made a great deal of the physical differences between the "village beautiful"—who says the American business man is not sentimental?—and the old style mill town, but the real progress

is shown by the spirit that informs the text. The village is really mill-owned, but in order to mitigate that fact the management organized the Danielson Construction Company to do the developing and invited local capital to take a part in the enterprise. Then the mills rent the houses from the construction company and in turn sub-rent them to their employes.

· Some day the mill management will learn that house management is more important and more difficult than house construction. Then it will take a second and much bigger step forward by giving up mill control of the houses. It still hangs on to the old idea that there is credit in heaven for those who rent houses at less than a fair return, and it claims this credit. Yet in one sentence it admits basing rentals upon a 10 per cent return on the cost of the house and declares that it makes no profit. There must be something wrong with its business methods. Furthermore, it stands ready to meet a deficiency "in exceptional cases" of twenty-five dollars a year, "when a tenant employe cannot at the time afford the rental price." Its purpose is frankly stated-and in that frankness lies the chief evidence of progress: "A floating population is the bane of every mill or industry. Novices are expensive. Changes are disorganizing. Green help is poor help and spells inefficiency. The tide of employes flows to us because of superior accommodations furnished and remains with us for the same reason. The economy is apparent."

With these better homes go better wages, according to the title page of one pamphlet. Then follow pages of genuine real estate "literature" of the kind that has sold millions of suburban lots and proved the most effective enemy of the city apartment house. Now its potency is to be tried on the laboring man. Will he respond as have the clerk and other small salaried suburbanites? All the well-known wiles are used. from the sketch of a vine-covered porch on whose steps the parents sit to watch their young hopeful on the path below, to half-tone pictures of the Danielson public school and public library and a view of a very well-paved, well-cleaned business Danielson, on whose outskirts stands the "village beautiful," seems to be a progressive, attractive, well-managed, little New England city. But in spite of many likenesses, there remains the one great difference between the usual suburban development and the "village beautiful," a difference that the company itself emphasizes by using italics-"No Evictions Here. If, through illness or any other trouble, you cannot make up even the two dollars and fifty cents or four dollars a week rentals, the company you work for will take care of a good workman."

Gratitude is said to be one of the rarest of the virtues. Will not the Connecticut Mills find it so? For three years Americans have exclaimed over the stupidity of the Germans when it came to understanding the point of view of other peoples. Yet year by year we have illustrations of the in-ability of the employer who cannot understand that some of his employes object to "being done good to." The management of the Connecticut Mills is a long way beyond the founder of Pullman, but while it admits frankly that its purposes is to keep good men, it cannot get the idea that the good man does not wish to subject himself to company benevolence and claims for gratitude.



OUT-OF-DOORS WORK BOTH HEALTHFUL AND USEFUL-MEN FROM THE RAHWAY REFORMATORY BUILDING A BRIDGE

# Prison Reform by Daylight

The High Mark Set in Both Methods and Substance by the Report of the New Jersey Commission

By Winthrop D. Lane

EW JERSEY has been carrying prison reform to the people. For over a year now her treatment of prisoners has been studied, abused, defended and improved-in the open. The people have been spectators of and at times participants in a fight against harshness, brutality and ignorance (not always wellmeaning) that has been carried on with the whole state as stage. The most interesting thing about the report of the Prison Inquiry Commission, published recently, is just this; that it is not the resounding epilogue of an investigation likely to be remembered only for its noise, but a working guide of reform principles, struck off in the hot march of the people toward a better and sounder penology. Too often commissions in this country have blown a few loud blasts upon this eternal topic, and then joined the music of the spheres. In New Jersey the people themselves have been blowing the blasts. Reform was under way while the commission was ordering its desk blotters.

As far back as January, 1917, the New York Evening Post



MESS TIME AT BAHWAS

began exposing conditions at the state prison at Trenton. Even the Post was indebted for its inspiration to an unusual type of prison reformer, Frederick Boyd, a sympathizer with the Industrial Workers of the World, who had served a term at Trenton for advocating sabotage in the silk strike at Paterson. Following the Post several local newspapers swelled the chorus. Governor Edge appointed a commission of inquiry, dismissing the head of the state prison as he did so. The commission, reporting its preliminary findings within a month, substantiated many of the newspaper charges. The state health department then took a hand and characterized the prison as a breeding place for tuberculosis. The legislature appropriated \$44,000 to carry out some of the commission's recommendations, and the life of that body was continued for another year.

While the members were thus extending their inquiry to other parts of the state's correctional machinery, various improvements were made. One of these was the election by the inmates of the state prison of a standing committee of ten of their number to present grievances and act as a mediating group between the administration and the prisoners. This early resulted in more harmonious relations and in securing for the men the freedom of the prison yard after working hours on Saturdays and all day on Sundays and holidays. Another improvement was the inauguration of physical and mental examinations under the charge of Dr. Henry A. Cotton, of the State Hospital for the Insane. Dr. Cotton

This comminion is the annu that has much the report here retrieved, a consisted originally of William B. Dickson, Morntley, reterrentieve of the Midvals Sted and Ordanace Co., chairman; Desight W. Morrow, of the firm Midvals Sted Lauriera Alda of Prison Reform Association; John P. Murray, number State Chartiera And and Prison Reform Association; John P. Murray, number of the New York of the Commission of

has since been transferred to the national service, but he remained long enough to find nine insane prisoners and to remove them to the state hospital for treatment.

Perhaps the most important change of all has been the abolition of contract labor, that vicious system of leasing inmates to private employers for a specified sum per man. The warfare against this method of exploiting law-breakers began in New Jersey over forty years ago. In spite of legislative acts to end it, six contracts were in operation at the beginning of 1917, employing over five hundred men. The control of the men was practically handed over by the state for a large part of each day; they became mere sources of profit to the contractors; all thought of making them fitter to return to society was abandoned.

Governor Edge abrogated three of the contracts last year. The remainder were terminated January 18, to take effect next July; the firms were given ample opportunity to make adjustments. Since publicity is not usually desired by the holders of such contracts, partly because of humanitarian objections, partly because of the opposition of organized labor, a service has been rendered not only in oussing them but in spreading their names upon the record. Some of them still hold contracts in other states. The first tog ow sthe Trenton Whisk Broom Company, the next the Rancocas Mills, the last three Oppenheim & Company, Inc., W. S. Rendell and the Crescent Garment Company.

In announcing his order terminating the contracts, Governor Edge said he was convinced "that a unified effort to properly utilize the state-use system [manufacture of goods by prisons for the use of institutions and political sub-divisions of the state] will not be made until the contract system is definitely and finally wiped out."

The report of the commission goes far beyond these improvements. In the first place it covers all the penal institutions of the state, the reformatories for men and women (at Rahway and Clinton, respectively) and the state homes for boys and girls (at Jamesburg and Trenton), as well as the state prison. In the second place, it contains in a separate volume, by far the bulkiest portion of the report, a history of the penal, reformatory and correctional institutions from the state's carliest settlement to the latest legislative amendment. This history, written by Harry E. Barnes, lecturer in history at Columbia University, recapitulates the essential features in the evolution of penology for the whole country. It is a detailed study of one important aspect of social history.

In addition to Mr. Barnes, the commission called upon a number of specialists and outside agencies to help it: George W. Kirchwey, former warden of Sing Sing; Paul Kennaday, who became acquainted with the prison labor problem by his researches at Sing Sing; Philip Klein, assistant secretary of the Prison Association of New York; Judge Harry V. Osborne, of Newark; C. L. Stonaker, general secretary of the State Charities Aid and Prison Reform Association of New Jersey, and others. It is no disparagement of the constructive thinking of the commission, and especially of the chairman, to say that Mr. Kirchwey substantially wrote that part of the report dealing with facts and recommendations. The New York Bureau of Municipal Research also contributed to an inquiry into the pardon and parole system of the state.

New Jersey's two reformatories are among the best known in the country. The commission says that "Rahway is in effect a prison with reformatory features, rather than a reformatory pure and simple. It is too much like its famous prototype, the Elmira Reformatory, after which it was consciously moulded, to be altogether admirable. Architecturally it is, like Elmira, a prison, and, like Elmira also, it has more

than a touch of the severity of spirit which has characterized prison management everywhere." Inasmuch as Elmira was regarded until recently as something of a model even by specialists in penology, and is still often spoken of with praise, this is desirable plain-speaking.

Concerning the abortive attempt at self-government made at Rahway by Superintendent Moore and abandoned after a year's trial, the commission grows almost caustic. "Ward politics" are said to have sprung up during the experiment there, but the commission wisely remarks that "ward politics" are an incident not inknown to self-government outside prison walls. Indeed, one is almost allowed to draw his own conclusion, though the commission does not commit itself, that training in ward politics may be, after all, fairly effective preparation for that "return to society" for which all prisoners hope.

The remarkable success of an experiment in self-government in the Philippine penal colony at Iwahig is commented upon, and the commission rather bluntly suggests to Superintendent Moore that he "try again." Why the highly successful, if less spectacular, demonstration in self-government carried on at the farm reformatory for girls at Clinton is passed over by the commission in complete silence, one is at a loss to guess. Not only has this experiment, under the sympathetic



THE EVOLUTION OF COUNTY JAH. ARCHITECTURE IN NEW JERSEY



THE FIRST STATE PRISON OF NEW JERSEY, 1797-1836

guidance of the former superintendent, May Caughey, been extremely useful in its effect upon girls, but it antedates most of the attempts of a similar nature that the public has lately been hearing about.

The political virus has worked overtime in New Jersey's penal system. Mr. Barnes made the interesting discovery that every keeper of the state prison from 1873 to the present time, and every supervisor since 1885, with one doubtful exception, has been of the same political party as the appointing power and generally active in party politics immediately prior to his appointment." Of course, the old argument has been made that this method produces some good men. Macaulay answered that argument years ago by remarking that England would undoubtedly get a few good members of Parliament by choosing the hundred tallest men in the country. An ancient king was chosen by the neighing of his horse. Such logic quite falls to the ground, says the commission, when one contemplates the "almost complete failure of the prison, either from the financial, the disciplinary or the reformatory points of view."

The commission has looked at the correctional system with the eyes of informed penologists. While it is careful to say



CONVICTS DIGGING AN ARTIFICIAL LAKE

that New Jersey's institutions are, "upon the whole, fairly abreast of the penal systems of other progressive states," yet it is not blinded by the mere appearance of progressiveness. It sees, for example, behind the statute setting up an indeterminate sentence to the real workings of the act. The form is there, but not the spirit. This spirit is keeping "the wrongdoer in confinement until he has become a new man and has ceased to be a menace to the community," yet the prison authorities either "ignore it or assume that the negative attitude of passive obedience to prison rules is sufficient evidence of reformation." Both the indeterminate sentence and the parole system, the commission declares, have proved largely ineffective, owing to the multiplicity of authorities vested with the paroling power, to the short periods of detention of inmates in the reformatories and state homes, and to the fact that a wholly inadequate force of parole officers is provided to exercise the necessary supervision over delinquents at large

Education afforded inmates in New Jersey's correctional institutions is wholly inadequate, the commission thinks. Fairly competent elementary instruction is not enough; there should be industrial training also. Yet none of this is "even attempted," to use its own words. In the field of industry, the commission favors the state-use system, though it recognizes that the building up of such a system, one that will meet both the needs of the inmates for training and the economic interests of the state, will take time. "The opening up of the picturesque hill country of Essex county by the building of roads and trails, and the work of reclaiming the vast areas of waste land in the central and southern parts of the state. would seem to furnish the needed opportunities" for useful employment of inmate labor in the meantime. The future. it believes, will refuse to tolerate prisons of the cell-block type and will "erect a new type of prison on a wide acreage of ground, with decent conditions of living and abundant opportunities for work and necessary recreation in the open air.

A number of changes that ought to be made should be postponed, the commission thinks, until the creation of a central board of control for the whole correctional system, which it strongly recommends. At present each of the five institutions has its own board; this determines its policy and directs its management. There is no single controlling or supervisory authority except the governor, who, with the



THE SECOND STATE PRISON IN NEW JURSEY, 1836-84

advice and consent of the senate appoints the members of the different boards.

The commission recommends a single board of control, to be charged with the general administration of all the correctional institutions of the state. This board should be composed of the governor and eight members appointed by him, two of them women. No member of the board is to be paid. In addition to controlling the five principal institutions, the board is to have general power of supervision and visitation over all local places of detention. Its powers are to be exercised through an expert commissioner of correction, to be appointed and removed by it. This commissioner is to have power, in turn, of appointing, subject to the board's approval, such expert deputies or bureau chiefs as may be authorized, not exceeding six in number. These are: a medical director, a dietitian, a director of education, a director of industries, a statistician and a chief parole officer.

Meanwhile, each institution is to retain a local board of management. This is to consist of five members, is to keep the parole power and is to be vested, subject to the general authority of the central board, with the management of its own institution. To prevent such divided control from resulting in friction or in paralysis of authority, the commission suggests that local boards be appointed by the central board and that the latter make general rules and regulations governing all the institutions.

In justifying such an arrangement, the commission says that

it has been guided by the "tendency toward unification" that has been going on throughout the country for years. Central plans of organization, it declares, have been evolved "in an effort to secure the efficiency that goes with centralized authority without secrificing the local interest which, even at the cost of efficiency, is one of the most valuable features of government." It has been guided also, it says, by the precedent of the state deducational system, "in which a general authority over all public institutions of education has been successfully combined with local control" in counties.

It is evidence of the speed with which events are happening in New Jersey that a bill embodying this plan of control has already been introduced into the legislature. Not only the correctional institutions but the charitable ones as well are put under the jurisdiction of the central board. This meets the expressed hopes of the commission, though it did not make any recommendation on that point since the charitable institutions were outside its scope. The bill embodies others of its recommendations also.

Clearly, one of the most vital elements in the success of this plan will be the character and qualifications of the "expert commissioner of correction," to be appointed by the board. That officer will control in large measure the destinies of New Jersey's law-breakers. He ought to be a man of large sympathies and of executive ability, but he ought to be much more than that. He ought to be familiar with the tendencies of modern penology; in these he should take a genuine, sym-



THE NEW JERSEY STATE PRISON IN 1917

pathetic interest. He ought to know that education, training in vocations and some measure of experience in governing his normal prisoner's reform. He ought to be acquainted with the studies of individual delinquents made by Dr. Healy and others. He ought to know the kinds of causes of criminality that these studies have revealed. He ought to know, for example, that general categories of criminals and general theories of crime crumble away when one is face to face with the individual offender. Then heredity, mental condition and growth, environment, the history of childhood and adolescence. physical defects-in a word, the sum total of forces that have made the individual what he is-become all important. Painstaking diagnosis of each offender is the essential preliminary of treatment; without this, no step can be taken with assurance, Insane prisoners, feebleminded, the mentally deteriorated and psychopathic, are not always easily discoverable; yet their discovery is necessary to successful reform. Of 608 consecutive admissions to Sing Sing recently, 59 per cent were classifiable in terms of deviation from normal mental health. What to do with these prisoners is the outstanding problem of administration. Treatment good for one group may be utterly futile for another. The commissioner charged with directing a state's penal system need not be a specialist in every branch of his work, but he ought to know the uses to which specialists can be put, and he ought to see to it that all that modern science can contribute to the therapy of crime shall. within the means placed at his disposal, be secured. It is the comparative inattention bestowed upon this topic that contributes whatever disappointment is to be felt in the report. The diagnosis of the individual offender is, to be sure, recognized as important, and a simplification of the procedure for transferring "insane, imbecile and epileptic inmates" to institutions more fitted to deal with them than prisons, is recommended. But there is no detailed discussion of the question; one might read the report through without being made aware that we are on the verge of adopting an entirely new methodology in our treatment of law-breakers. Nobody, of course, knows this better than Mr. Kirchwey; vet for some reason the matter has been slighted. It will not do to plead that the full possibilities of the new method have not yet been demonstrated, for the beginnings made by New York in its plans for a receiving station for diagnosing all prisoners, and by Illinois in its appointment of a state criminologist, are full of suggestion. Possibly this is one of the matters left over for the new board: possibly also the 'division of medicine and psychiatry" provided in the bill already introduced will address itself to this problem. If so, and if in its future handling of that and other matters, the board shall display as much vision and energy as the commission has put into clearing the way for its success, New Jersey will become a leader in her administration of the vexed problem of crime.

## Yankee Peddlers in the Somme

The Smith College Relief Unit at Work

## By Ruth Gaines

HERE are a number of societies in the devastated areas of northern France whose function is emergency relief. The Smith Relief College Unit is not of these. In the first place, these societies had been through our district before it was assigned to us by the French government. In the second place, our families for the most part are not the rélugiés among whom they still work, but those who clung to their homes during the German occupation and returned to their ruins after the German retreat. In other words, poorly as they may be housed, they all managed to save something, or to find some articles of furniture still unharmed. Stoves, for example, are abundant—good, unable, German stoves, which refused to be burned. One



MEPAIRS EN ROUTE TO THE TRAVELING STORE

finds them in the poorest hovels, minus a leg, perhaps, but propped up with a brick foundation, and always "blacked." Boche beds are a close second to stoves in quantity—rough frames of wood, filled with home-made straw mattresses. And, however much the good wife may mourn her own bed, with high headboard and footboard to keep out the dreaded courant d'air, box springs and double mattresses of wool, she may well prefer the Boche bed to the substitutes the government and we are now offering in the way of cast-iron frames and mattresses of hav.

Our peasants, too, have money. There is a tale of a mayor in one village who buried, and saved thereby, twenty-six kilos of coin. Nor were they of copper, but of silver and gold. A woman in this same village is reputed to be worth fifty thousand francs. She now lives in a barn, along with sundry vegetables, which are better bedded for the winter than her own numerous family. She, you will understand, is the wife of the man who had charge of the food supply of the district under the Germans. The Germans took him away with them when they left, but the wife has the money he made.

Aside from neighborhood gossip, the fact remains that our sixteen villages in the Somme are located in the heart of the wheat-growing district of France. Those who did not cultivate wheat had truck gardens of varying sizes. A narrow-gauge road, built for the purpose, tapped this rich region and was supplemented by government-owned canals. I have heard one old farmer, who now lives in a barn, tell how he used to load a hundred huge baskets, such as now stand empty in a corner, and take the train on market-days to St. Quentin. The very ruins, with gaping gates and paved courtyards,



THE NEW SMITH COLLEGE BUILDINGS-BARAQUES AT GRECOURT FOR THE RELIEF UNIT

show the large scale, even according to American standards, on which farming was conducted here.

Of course, not all of our families owned land. There were the landed proprietors, the farmers and the workers, such as hosstlers, herdsmen and laborers. At present most of the proprietors are absentee landlords, ruined for the time being. But they still care, to a certain extent, for their dependents, seeing to it that old and faithful servants have baraques erected for them on their own estates. On account of allowances which every family now receives from the government, based on its size or the number of breadwinners taken either as prisoners or soldiers, or its destitute condition if repatriated, rich and poor are leveled to what we take to be a sort of living wage. That is, each family has an income which, in normal times, would soffice for the necessities of life.

It goes without saying that this clièntele, independent, shrewd, self-respecting, constitutes a different problem from that of the submerged tenth which is more likely to be the field of the social worker at home. The Smith Unit was new to its job. It had before it the task of fitting its work into the plans of the French government, and also of cooperating with other agencies already organized in adjacent districts. But it had a leader who had worked with the French government before, and who had thought deeply on the course which the Unit she founded should pursue.

It is a direct result of her plan that the Smith Unit have become peddlers, hucksters and rag-pickers in the villages of the Somme. Our traveling store, laden with tin-ware, pots, pans, clothing and farm implements, is no less a joy to the countryside than to us. No sooner does it honk its way into a village than women and children besiege it. If there are soldiers, as there are in many of our villages, they come too. This and that is commented upon, tested, priced and finally taken as being "bon marché." Well it may be, being sold at from one-third to two-thirds of its cost. This fact is explained to the purchasers; whereupon a soldier, who has been in private life a small merchant, scratches his head and inquires how long we think we can do business in that way. According to our standards and to the money which flows in in ten franc, twenty franc and hundred franc notes, we think indefinitely-but we do not tell him so. We sell milk, also, and chickens and rabbits and goats. We have been asked to sell the clothes from off our backs, but we have drawn the line at that!

When, from investigation, we feel that a mother is too poor to outfit all of her ragged children with clothes and sabots, we follow a system of credit and exchange. If there is a surplus of vegetables in her fields, we buy them. If the mother has the time and the knowledge, we give out sewing to her, or knitting, and pay a fixed price for the work. We have already between thirty and forty women thus employed, and need an assistant in this department to extend the work. The vegetables we are bedding for our own use and that of our seven cows. The garments go when completed to the store to be sold. Failing these two methods, which are known to the families as "arranging," we barter new clothes for rags. This last is still in an experimental stage, because we are waiting for one of our mayors to move into his almost finished baraque so that we may have his shanty as headquarters for the industry of rug-braiding which we hope to introduce. Doubtless a bit of renovating will be desirable, for it would be unfortunate if the big boiling cauldrons should tip over as I did the other day on the mayor's uneven floor. As for me, it was at a little afternoon coffee with his wife that I vanished from the conversation-which sounds rather questionable! At present, however, we have made a start under even more trying conditions. The young woman whom we have put in charge of the rag-washing does it in the open yard. Her home is one small room which she shares with her grandfather and her uncle and her aunt. All over the village, however, rags are being hoarded for sale if not for barter. They are clean, also, and they will bring six centimes a pound.

Another service we are trying to render in reducing costs and fostering trade, is the opening of a chain of grocery stores. In nearly every village there is someone who had a little épicerie before the war. They have neither the capital nor the courage to begin again. To them, we sell staples, canned goods, tea and coffee below cost and usually on the installment We also fix the price of sale, which one of our enterprising dealers has printed and tacked in a conspicuous place for his public to read. This venture is perhaps the most delicate we have undertaken. It cuts both ways, tending to make us unpopular with the regular dealers in adjacent large towns, and also, until our point of view is understood, in the communities themselves. Why, they reason, should their townswomen make a profit when we might sell the same things at a corresponding loss in the traveling store? We feel that time will adjust this difference of opinion, and we meantime placate the city merchants by becoming their customers and buying from them rather than from Paris, whenever this is possible.

It is not without advice and counsel from the officials of the government that we have launched our campaign. Their comments have been most interesting. Outwardly, at least,

they approve us heartily, saying that promiscuous giving would be the ruin of the peasants. From mayors and schoolteachers we hear the same spontaneous advice: "Do not give, but sell." It has doubtless been easier for us to do this because the Relgian Relief Commission followed the same methods with our villages during the German occupation. Food was sold, but "very cheap." And today, the mothers of families will tell you, with tears in their eyes, how America saved them from starving those two and a half years. Not all of them, of course, are of this mind. Only yesterday I encountered the truculent wife of the garde champetre of - who, by the way, has charge of the commune bread supply and cheated one village completely out of its bread. She, with arms akimbo, assured me in no uncertain tones that she would be very happy to receive anything as a gift, but would buy nothing-nothing at all, you understand.

Following somewhat the government plan of indemnity, we are giving, however, articles the purchase of which would encroach too much upon the hoarded stores of capital. Thus, there is the indemnité de guerre furniture, such as beds, clothespresses, cupboards and the like, which the recipient is supposed to pay for after the war. Of this there is never enough to go around. We are therefore distributing furniture, sheets and blankets ourselves. As the sous-préfet of the district has also given into our hands the distribution of his supplies, we could undertake it only upon a similar basis, which is at least reasonable. But as the "distribution des dons" progresses, we feel much sympathy with the harassed mayors whom we have relieved of this unpopular task. We hope, however, that they will now have more time to attend to the housing problem, which is an acute need-beyond our scope. In most of the villages, government baraques have been granted to land-owners, and are in process of erection. In two villages, the Society of Friends are doing the work; in others, the owners of the land themselves. This branch of relief work progresses slowly, and we hope to be able to push it for the small landholders who are too often overlooked.

I have left but little space to describe our children's work, which, I believe, is the first to be undertaken in the devasted area. Picture to yourselves communities which have had no schools for three years, some of which still have none. There are no schoolhouses; government baraques and dilapidated dwellings take their place. Naturally, school furniture is lacking. Worst of all, the spirit of camaraderie and play has been stifled by the horrors of war. In almost no household is there a father; often the mother also has been taken, and always the older brothers and sisters are "avec let Bocher." At Grécour itself, where we have our headquarters, we keep

open house on Thursday for all the children within walking distance, Thursday being their holiday. There are games, both French and American, and classes in sewing and carpentry. One of the tasks which has most interested the boys has been the making of bookshelves for the schoolrooms. On other days the Children's Department accompanies the store on its rounds and plays with the children while their elders abop. This phase of our work has received the warmest praise of any of our activities from the authorities, both civil and military.

Our medical staff of two doctors and three nurses (who are as yet unprofessional and belong as well to the Children's Department, the Social Service Department and the Automobile Department—we are all officeres!) is busy seven days and some nights very week. Malnutrition and lack of sanitation are responsible for most of the ills which they treat. A large part of their time is necessarily spent in follow-up and prophylactic work, which, of course, overlaps into social service, or is, rather, medical social service, here as everywhere.

There remains the friendly visiting, in which humor and pathos are so strangely blended. One becomes accustomed, alas! to the poor hovels, and to the tale of medieval enslaving which Germany practiced here. But when a white-capped, trembling mother tells you of her daughter, just seventeen, so lovely, with curls so thick that when she went to Ham to market everyone turned to look at her, taken as slaves used to be taken in Africa-the scene lives before your eyes. She shows you the picture of Charmante at her first communion; of the neighbors of the village (a picture which she tore out of its frame on the night of her flight); of one son a prisonnier civil, of another, a soldier who has died. Besides the pictures, she has saved some tiny cups which hang on the wall. She takes one down, dusts it, telling how she found them in the ruins on her return. "I am fortunate," she says. For those cups she would not take a fortune. They belonged to Charmante. of whom she has heard nothing since the night the soldiers dragged her away.

One wonders, in the midst of the common misery, how the bereaved mothers keep their reason, or care what happens next. But they have always the hope of the unannounced return of their loved ones. One of their requests which is hardest to refuse is for extra beds and covers against that return. It must be, too, that a disaster so universal has a steadying effect. On a smaller scale, the life of a village, its work, its gossip, its petty unkindnesses and its neighborliness, continue as of old. That we may stimulate the normal living condition of our sixteen villages is the aim of the Smith College Unit in the Somme.

Thomas in Detroit Free Press

WHAT DO THEY MEAN BY PEAC WITH
HESTORATOR IT

# Keeping Families Together

## The Domestic Relations Court as an Offset to the Divorce Court

## By Mary H. Hendrickson

PROBATION OFFICER OF THE MUNICIPAL COURT OF PHILADELPHIA

In these days when the family tie seems to be held so lightly, it is interesting to know how much influence a court of domestic relations may have in preserving the family unit. To throw some light on this question a careful study has been made of the reconciliations effected in the Philadelphia Domestic Relations Court during the vear 1916.

Soon after its establishment, this court, which is a branch of the Municipal Court, began to strike its roots deep into family life. It stands for the defence of the home and seeks to stay the devastations of the Divorce Court. When a warring couple appeal to it, an effort is made to help them to adjust their difficulties so as to restore harmonious family life, or at least to preserve the family unit. In many instances, after both husband and wife have been given a sympathetic hearing, the admonition and advice of the agent of the court are successful in bringing about a reconciliation, that is, a decision on the part of the heads of the family to make one more effort to preserve normal home life. If this fails and a court hearing follows, the judge is ever mindful of any softening influence or any evidence of relenting on the part of either husband or wife. Sometimes a little child's evident affection for both parents furnishes the occasion for fatherly advice, which induces the estranged pair to shield the child from the evils of a broken home. If the parents cannot then and there decide so weighty a matter, the case is continued on probation for reconciliation. Then the outside probation officers take up the work, and by acting as go-between for a period of several months, if necessary, often succeed in reestablishing the home.

But are these reconciliations lasting? May not the family again disintegrate?

Records in which the word "reconciliations" appeared to close the case numbered 1,002. An examination showed that 190 of these had come back to the court for reconsideration and therefore could be put down at once as "not lasting." The remaining 812 were followed up. The visits were made at a time when the most recently effected reconciliation had had a chance to last at least six months, the average period clapsing being one vear.

In spite of handicaps, 725 families were located. Our workers found much that they could do to help. For example, women who thought that by giving their husbands another chance they had closed their cases for all time, were told that if the men did not live up to the promises made at the time of the reconciliation, it was their privilege to make another complaint.

In two or three instances the court representatives met a man who was resentful and defiant. One of them went so far as to say that "he would lie in his grave before he would let anyone, even the judge, tell him what to do," but with these few exceptions, our workers were very kindly received and many were the expressions of gratitude and appreciation for the interest shown.

In 120 cases husband and wife had separated, though they had not come back to court. These, added to the ones whose written records showed "not lasting," made 310 not lasting at the time of the investigation. Of this number, thirty couples again decided within the year to give each other one more chance. This illustrates the constant shifting and changing wars of these become.

There were left 605 reconciliations, or 67 per cent, of all whose records were known. In many instances this meant little more than that the heads of the family had learned that it was cheaper for them to live together and that they were putting up with each other for the sake of the children. Some were holding together because of fear of the court. One woman stated that she made her husband believe she had to report every two weeks for six months as to how he was treating her, and laughingly added "you have to do something with these men."

#### Genuine Reconciliations

ALTHOUGH there were unsatisfactory home conditions in many cases, there was also a large number of genuine reconciliations, where husband and wife were living happily together. "He is altogether a different man," "Everything is all right now," "We have both learned a great deal," "I do not believe there will be any more trouble" were expressions which frequently cheered the heart of the probation officer. Four women stated that they were so happy they had really forgotten it had ever been necessary for them to appeal to the court, and one colored woman said that "she tanked de Lord He lead her to dat dere court."

In many instances the unhappiness in the home was eliminated by discovering and removing the cause of the trouble. An illustration of this is seen in the case of a Polish couple who had been living together in commonlaw relationship. The man drank and did not support his wife and children. He was found to be physically unfit for work and had been turned down by several firms. This man was persuaded to go to the hospital. The cooperation of the Society for Organizing Charity was secured, they giving temporary relief to the family, and after recuperating from an operation, the man obtained work. He is now giving his wife from \$17 to \$20 a week. The reconciliation between them resulted in a marriage ceremony, thus showing that they were becoming Americanized. The expression of blank despair on the face of the woman has given place to one of quiet happiness.

In some instances where the economic condition was the basis of the family trouble, the whole problem has been solved by our employment bureau. Thus one of the earliest reconciliations of 1916 was effected by getting the man employment, and it was at least seventeen months later that the family again came to our attention. The husband had been ill; work in his line of business was slack and the family was again involved in financial difficulties. The probation officer secured more lucrative employment for the man, also part-time employment for his wife, so that she might add to the family income as well as attend to her household duties. Again all was well in this home.

[Continued on page 606]



## FLORIDA SURVEYED FOR WAR AND PEACE

WHEN Governor Sidney J. Catts of Florida saw last September the social welfare program that two investigators of the Russell Sage Foundation had prepared for West Virginia at the request of the governor and Council of Defense of that state, he telegraphed to these investigators to come and subject Florida to the same friendly scrutiny. The investigators were Hastings H. Hart, director of the child helping division of the foundation, and Clarence L. Stonaker, secretary of the New Jersey State Charities Aid and Prison Reform Association. Both responded, and a frank appraisement of Florida's past together with advice for her future is the result. [A Social Welfare Program for the State of Florida, 10 cents, Russell Sage Foundation.

The investigators considered, first, the ability of Florida's social welfare resources to enable her to do her part in winning the war and, second, their ability to promote the general welfare without reference to the war. The second was closely linked in their minds with the first, since Florida's plans for the war emergency ought to fit in also with her plans for the future. Thus, when they recommended state sanatoria for tuberculous soldiers they urged also that these be so located and constructed as to be available for other tuberculous patients after the war. "The truth is," says the report of the investigation, "the war activities of the state and its social activities are necessarily related because all of them have to do with the efficiency of the people."

With a mild climate, abundant food supply, and a people of simple habits. Florida has not heretofore felt the pressure of social needs. The advance in the cost of living, however, and the rapid increase of the dependent, delinquent and defective classes which come with a more complex society and which the war will augment, make it necessary, say the investigators, for Florida to make plans. She must act speedly "if she is not to be overwhelmed by the advan-508.

One of the most interesting activities

One of the most interesting activities in the state appears to be the great prison farm at Raiford. In three short years 3,100 acres of cypress swamps and other land have been cleared, drained, fenced, equipped with canals and ditches and otherwise made productive - all by prison labor. Florida has done this while no one looked on; yet she has "set a pace," say the investigators. "which no other state has yet reached." It is but another step, they think, to the creation of a "state land department" to lease or sell lands thus cleared. so that work which private settlers have refused to do would hereafter be done for them, and the question of settling Florida's great unoccupied territories would be solved.

Negro convicts are still worked in the turpentine forests, however, much to the detriment of their health, though treatment has in some respects improved. Florida seems to be unique in locating the management of her prison system in the department of agriculture. Small wonder that the reformatory principle has not yet received much encouragement. Florida makes the largest appropriation for her public health service, in proportion to population, of all states except Pennsylvania. She pays her teachers less than most—\$327 a year being the average.

The concluding counsel of the investigators is that Florida establish an unpaid advisory board of charities or public welfare, with a competent secretary.

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#### TO MEASURE THE AMEN-ITIES OF CITIES

DO YOU hesitate where to locate your new million dollar factory? Here is the alluring prospectus, printed in three colors on heavy glazed paper from Smokeville, Pa., telling you of its low cost of living, its railroad facilities, its energetic chamber of commerce. That it is almost unprovided with public improvements and utilities essential for conducting business, you must find out by personal inquiry. There is also the handsome bound booklet from Sandgate, N. C., mentioning the unrivaled schools, the extent of park land, the high church membership of this "American Riviera," which give it "unique advantages for all year round residence"-but never a word about its undrained swamp which makes it almost uninhabitable for four months of the year.

As to the comparative advantages of a number of places for business or residence it would be difficult to form a sound judgment even if all the facts were known; for we have no scales of value by which we could compute, let us say, how low must be the death rate of town "A" to offset a superiority enjoved by town "B" in the matter of fire protection. An attempt to provide a statistical basis for comparison on some of the principal points to be considered in such a connection is made in a study of American cities by students of Reed College, in Oregon, under the direction of Professor William F. Ogburn, the results of which are presented in unconventional spelling as Social Servis Series Bulletin No. 3 of said college.

Civic reformers have given an efficiency rating to almost everything within the sphere of municipal government that can be made susceptible to the process. They have hitherto shrunk from applying the test to city government as a whole, from ranking cities according to a mathematical formula. Reed College thinks it can be done, has done it and presents a table giving the rank of cities—but we are left guessing



how the credit numbers for each item have been arrived at.

Thus, Seattle and Salt Lake City share the honor of first place in the summary table with a total of 215 points, while Birmingham comes last with 523. It is doubtful, however, whether employers from every part of the country will flock west (Denver and Los Angeles rank third and fourth) as a result of this disclosure; for, high wages, a small proportion of child workers and of foreign-born unable to speak English are listed among the credits along with low cost of living, low death and infant mortality rates, large proportion of population married, church membership, extent of park area, public properties and the like.

William T. Foster, in a foreword to the study, admits that this ranking is open to a number of objections, one of them being, of course, that the eighteen categories measured are not of equal importance, and leaves it to the reader to weight the summary in any way that pleases him.

When we come to comparisons on particular points, this statistical study provides many suggestive data and provokes questions to which further and more detailed studies alone can give the answer. Is there any direct connection between the exceptionally low death rates of Seattle and Portland and their high marriage rates? What is the relation of both to the low illiteracy rate in which also they excel by several points? Are the high wages of these two citiesin which, with San Francisco, they take front rank-cause or effect of the other symptoms?

Charleston, with the lowest wage rates and the highest death incidence. belongs to the eight cities (out of thirty-six) with the highest cost of liv-

ing; only two other cities have less public property, in dollars per inhabitant, only one (Birmingham) circulates fewer library books; its school attendance is worst; it pays its teachers an average salary of \$540 a year (twofifths the salary paid in New York and Seattle), and is the most illiterate of the cities. Yet - Professor Fairchild please note-it has the lowest proportion, with the one exception of Jacksonville of foreign-born white population unable to speak English,

The fact that, in most of the important respects, the western cities are in the first quarter and the southern cities in the last quarter seems to provide an irrefutable answer to those who would trace every evil in the land to the immigrant population. The middlewestern cities, with their large proportion of foreign-born unable to speak English, take an inconspicuous position in the middle background or vary widely in matters where, according to the restrictionists, the presence of the foreigner should produce uniformly bad results.

#### RE-EDUCATION FOR SOL-DIERS AND CIVILIANS

OMPREHENSIVE plans for the vocational re-education of disabled soldiers and sailors are contained in a bill already drafted, which it is understood the secretary of war will cause to be introduced into Congress shortly. The draft of the bill became public when Senator Hoke Smith called for all the reports of the Federal Board for Vocational Education on this subject. Incidentally, these reports show how big will be the need for this education. in the view of the board. It estimates that in the first year after our armies begin to fight, 100,000 men will be disabled, of whom 20,000 will require total or partial re-education. Forty thousand will need it the second year and 60,000 the third. This estimate is based on the sending of a million men to Europe the first year.

The proposed bill applies to both men and women disabled in the line of duty. All claimants to benefits under the soldiers' and sailors' insurance act may be ordered to take this re-education by the Bureau of War Risk Insurance. Other disabled persons may do so, if they want, free of cost. The instruction is to be available, moreover, to disabled civil employes in the employ of the government, upon the request of the United States Employees' Compensation Commission, and may be made available in the discretion of the board to any other person, disabled in the course of employment or otherwise, upon request of any state compensation board, other state organization, or any corporation, association, firm or individual.

The bill creates a board for vocational

INFANT MORTALITY BATES of Infants under one was old nor 1886 hore



rehabilitation, to be composed of one representative each of the Treasury. War, Navy and Labor departments and of the Federal Board for Vocational Education. Three advisory committees are authorized, one on agriculture, one on commerce and manufacture and one on labor. Members of the board and of committees serve without pay,

It is to be the duty of the board to make plans for vocational rehabilitation: to establish courses and, if necessary, schools, for that purpose; to provide classes either directly or in cooperation with existing schools and industrial plants; and to prepare teachers for vocational rehabilitation. Necessary medical treatment will be looked after by the surgeon general's office of the War Department. The bill appropriates \$10.-000,000 to carry out its provisions.

#### THE SUPERSTRUCTURE OF A COMMUNITY

HE Survey of Social Agencies of Alameda County, California, just published, looks like one of those formidable and incomprehensible printed documents with which assessment boards or zoning commissions from time to time add to the world's literature. There are long tables of names and descriptive items marshalled in columns; there are maps; and the whole thing is folded in the middle as though the printer had given up the struggle to produce pages of a manageable size.

The County Board of Public Welfare, some of the leading social workers of the county and students of the University of California share with Jean Howard McDuffie the guilt of producing such a volume-and the credit. For. let us hasten to add that when, summing



THE LITTLE GIRL WITH THE CURL ON THE COVER

up all your courage, you turn the pages, you discover that this is really a most impressive statement of facts concerning the delicate structure of public and private agencies built up in the county to render social service.

The survey was made both for the practical purpose of providing those engaged in social work with accurate information on everything they ought to know concerning forces already at work upon the problems which interest them, and for the academic purpose of presenting a picture of these forces as a whole and of measuring their activity against the social needs of the community. There are special articles on the different aspects of poverty and social maladjustment, a very full directory, a digest of laws applicable in the county and other features.

Alameda county includes Oakland, Berkeley and several other suburbs of San Francisco, so that this substantial review of its social resources should be of value to the growing number of social workers in the East who are looking towards the West for new ideas and methods of public welfare activity.

# MAKING A TUBERCULOSIS

Table Re was a little girl who had a little curl right in the middle of her forehead; and when she was good she was very, very good—but there that story ends, for it was in this happy mood that she was caught by an organi-



zation with the formidable name of the Commission for the Prevention of Tuberculosis in France of the Rockefeller Foundation, and made to gloat on the cover of the primer, Aux Enfants de France, which the commission is scattering abroad in its campaign jointly with the American Red Cross to fight tuber-



PROFITEZ DU GRAND AL

culosis and infant mortality in France. An ordinary delivery automobile trundled out of Paris on the morning of January 5, the names, in French, of the Children's Bureau of the Red Cross and the Commission for the Prevention of Tuberculosis painted on its sides. After mishaps on stormbound roads it reached Chartres, the city in which Pasteur began many of his famous studies and discoveries, where the first test was to be made of the traveling exhibit which is to go to many French towns and villages to press home in as effective and pleasant a way as possible urgent and unhappy truths-as that a Frenchman or Frenchwoman dies of tuberculosis every six minutes.

The prefect of the department of



ÉVITEZ LES LOCAUX SURPEUPLÉS

Eure and Loire and the mayor of Chartres were pattons of the conference held next day in the beautiful municipal theater, with the municipal and in attendance. The city had been plastered in advance with posters of the vanquished eagle of Prussianism, drawn by the French artist Dorival as his contribution to help this American propaganda in France. Within the theater, solenn babies emerging from the cabages, which French infants prefer to storks, looked down from the walls and

pointed chubby appealing fingers at an audience which filled every one of the thousand seats. A delegation of Americans, headed by Dr. Livingston Farrand, chairman of the Rockefeller commission, and Dr. William Palmer Lucas, chief of the Children's Bureau of the Red Cross, had come from Paris for the occasion.

The prefect gave an address of welcome, after the municipal band had played the Marseillaise and the Star Spangled Banner. Dr. Farrand replied. A French account describes his words as "covered with acclamations." Then Dr. Mery, a professor at the University of Paris, and a native of Chartres, gave a talk on infant hygiene, illustrated by a moving picture film of a healthily protesting baby. Between the acts the band played again, and then there was a talk on the nature and spread of tuberculosis, illustrated by moving pictures which showed terrifying microbes and aimed to make children and mothers familiar with the many ways which they can devise to



NE VOUS SERVEZ PAS DE PLUMEAUX

do damage. At the end booklets and postcards ("coquertishly edited," says the French account) were distributed, the band played America and the families went home.

France has seen enough of the terrible faces of truth; the lessons brought by the American automobile probably will be remembered the longer because they came with smilling faces which made the unforgettable facts easier to think about. More than two hundred and fifty persons came on Monday to see the serious educational panels hung in the rown hall.

The automobile, with its reels and posters of smiling babies and sterner pamphlets on the care of tuberculosis, of babies, and of mothers, stayed in Chartres for four days while the panels hung in the town hall and were explained to visitors by one of the American Red Cross women who knows the French of the French. Then it started on—not to follow a rigidly bound itinerary but to go as weather, roads and gasoline permitted to the villages of Eure and Loire.



"We cannot but encourage and wish success to our American friends in this carefully worked-out undertaking," the French account concludes. "Its results will increase still further that debt of the heart which France feels toward the United States."

#### PROPORTIONAL REPRESEN-TATION IN ECLIPSE

WELL may political wiseacres shake their heads. Here is the House of Lords introducing a decidedly liberal amendment to the reform bill pro-



viding for a moderate, safe and saneplan of proportional representation; and the House of Commons, having rejected it once before, again defeats it by 223 against 113 votes. The sponsors of the amendment in the House included such deep-dyed conservatives as Mr. Balfour and Lord Robert Cecil; among the opponents we find Mr. Asquith.

Austen Chamberlain, until recently a member of the war cabiner, on January 30 led the opposition. He said "P. R." would create unwieldy constituencies of 100,000 electors and make it quite impossible financially for small party groups to contest them. The intimacy which now often exists between the constituency and its member could not be maintained. The majorities would be small and the government consequently unstable. Mr. Asquith's objections



were entirely of a technical nature. Lord Robert Cecil showed that the "strength" of a government resting on an artificially exaggerated majority, under the old party system, is really undemocratic and that the unrepresentative nature of Parliament had lowered the high popular esteem in which it had been held in the past. Sir Charles Bathurst thought the measure would give a fairer representation to farmers; but Walter Long, another conservative representative of rural interests, was strongly opposed.

#### THE UNREASONABLENESS OF CONSUMERS

RECENT inquiry on the East A Side of New York city showed that the price of grade B milk had in less than half a year risen from 10 cents to 14 cents. The best milk, grade A, which many physicians consider indispensable for young children, in less than a year rose from 11 to 16 cents. Some dealers sell less than half the quantity of milk they sold a year ago. The majority of the people buy "loose" milk at 11 cents (which a few months ago only cost 8 and 9 cents).

A survey made in October by the city's health department with the aid of private organizations showed that the total amount of milk purchased by 2,200 families, typical of the poorer sections of the population, with 5,438 children under six years of age and 2.534 children between six and thirteen, has in one year decreased from 4,797 quarts daily to 3,193 quarts, i. e., by one-third. "The present high cost of milk," says the report, "menaces the health of the people."

"The extent to which milk is consumed in New York state in the next month or two," the State Food Commission in Albany now announces, "will decide very largely the production of milk in this state for several years. . . . There is tending to develop a milk sur-

plus which probably will result in the slaughter of dairy cows by the farmers and a decreased production for years to come.

The State Agricultural College at Cornell has prepared a collection of milk menus and milk recipes under the name, Milk as Meat and Drink, to be circulated by the State Food Commission. There is to be a vigorous campaign to show the housewife the nutritive value of milk and milk products and to convince her that the rise in the price of milk has not been as great as that of other articles of diet.

There is a movement on foot, it is understood, to supply the State Food Commission and the Home Economics Department of the State College of Agriculture with textbooks of elementary economics. In the meantime, that un-

reasonable animal, the consumer, must bear the blame for the decreasing herde

#### SEEING A JAIL FROM THE INSIDE

HE other day three men were charged with murder in Washington, D. C. They had been prisoners in the District of Columbia workhouse at Occoquan, and one of their number had killed the guard who tried to prevent them from escaping. At the trial the charge was changed to felonious assault with intent to kill. One of the three turned state's evidence and his case was dismissed; a second was acquitted by the jury; and a third, who had actually struck the fatal blow, was let off with three months in jail.

Why was such leniency bestowed? The reason assigned by the attorney for the men is that they took the jury into their confidence in regard to the treatment they had received at the workhouse. One said that he had been strung up by his wrists for several hours so that his heels were off the floor. Another said that he had been brutally beaten by guards. Other mistreatment was described. One of the jury declared later that if the prisoner who struck the blow had not admitted it he. too, would have been acquitted.

The suffragists who have picketed the President have made the Occoquan workhouse famous. The SURVEY has

Nesc York Evening Post



"OVER HERE!"

Burned at the stake: Lignon Scott. Dyersburg, Dec. 2, 1917; Jim Mc-Ilhon, Estill Springs, Feb. 12, 1918. President Wilson has promised the National Association for the Advancement of Colored People that he will direct the attention of the attorney-general to the action of the Tennessee mobs.

received an affidavit, sworn to by one of their number and understood to be part of the evidence on which suits against the management of the institution are being brought, describing some of the conditions there. Mary Winsor, of Haverford P. O., Pa., is the signer of the document, which was executed before a notary at Ardmore. Pa., on November 23, last. Miss Winsor was a prisoner at Occoouan from September 6 to October 21

The affidavit criticizes first the hospital and medical attendance at the workhouse and declares that "precautions against infectious skin diseases were inadequate." "I saw," swears Miss Winsor, "in the sewing room and dormitory, using the same toilets as we did, an elderly woman (white) whose arms were covered to the elbows with sores, and sores were visible on her neck. She remained with us for over twentyfour hours."

The hospital seemed to be used chiefly as a prison, says Miss Winsor, To quote:

A group of suffragists, both sick and well, including Miss Lavinia Dock, of Pennsyl-vania, and Miss Lucy Eving, of Chicago, were shut up there during the greater part of their stay at Occoquan, apparently to prevent them from communicating with group. Mrs. Kendall was there in solitary confinement for eighty hours with no tooth brush, no water to clean her teeth or wash in, no night gown, no sanitary conveniences except an open bucket, three slices of dry bread a day and three cups of water, served in a paper cup so leaky that most of the water ran out. Mrs. Margaret Kessler, of Colorado, though ill with a complaint which had been in part the cause of her father's death, was turned out of the hospital in the cold and dusk of the evening and taken back to the dormitory, supported by a matron, as she was too weak to walk. This was to make room for other suffragists, eleven of whom, though not ill, were imprisoned under lock and key in the hospital (as a punishment for refusing to work) from Monday evening, October 15, to Sunday morning, October 21 when we were transferred to the District jail.

As to the food, Miss Winsor says:

From Friday, September 7, to Thursday, October 4, we had as breakfast-food, rice, hominy, or oatmeal, twenty-three times. Out of these twenty-three times we found worms ten times-the largest collection of worms at one meal being fifteen worms. We had worms and rat dirt combined twice, and scorched oatmeal five times. The breakfast was badly and stupidly served, each person's was nadiy and stuping served, each person's plate being filled and then the prisoners brought in to the dining room; in conse-quence the food was cold by the time we arrived at the lable. Although there was a large herd of perhaps seventy-five cows on the farm, no butter or milk to drink was ever served to prisoners. The small quantity of milk on the breakfast food was condensed milk. During this period the meat was tainted or rancid seven times, and generally so tough that it could be chewed only with difficulty. Tomatoes were served twenty-one days, always once and often twice a day. The soup, which with bread was all we had for supper, was made out

of the remnants of the dinner and was therefore merely dinner over again, only much a greenish-gray sediment arose from the bottom. Sometimes the soup was made of peas or corn, which were almost raw. Miss Mar-garet M. Fotheringham, of Buffalo, who is a registered Red Cross dietitian and a teacher of dieteries in the public schools of Buffalo. kept some of the peas from her soup. When dried they were hard enough to use in a pea shooter. Everyone hated the soup. Scarcely a night went by that some woman in our dormitory was not ill from constination, pain in the stomach, vomiting or diarrhea. on Sunday, September 23, we broke open Miss Maud Malone's ginger cake and found in it a dead fly and a piece of newspaper with the word "Congress" distinctly legible. The corn bread was uneatable; it was heavy. soggy and of a greenish-gray hue within.

The annual report to Congress of the Board of Charities of the District of Columbia, just out, devotes several pages to the pickets. This board has supervision over the Occoquan workhouse. Referring to the picket-prisoners, the report says:

These women from the first were not amenable to the modern human principles in operation at Occopuan. Their persistent disregard of rule, their refusal to work, their open defiance of authority, and their acts of violence and rebellion finally compelled their transfer to the District jail for safe confinement in cells.

A letter from George S. Wilson, secretary of the board, to the district commissioners, written October 18 and printed in the report, says:

As stated, they lithe picketal are at present, because of a refusal to obey rules and direction, and especially their refusal to perform the work as assigned them aforeasid, placed in rooms in the hospital (that institution being at present entirely free from occupation by sick or invalid prisoners), and one in a room in the officer's quarters, where every consideration is given them, this segregation being necessary to misgate the evil influence upon other prisoners of a permitted violation of the rules of the institution.

Under all of the circumstances, the board believes that these prisoners are not in a position to ask for any privilege and that none should be granted so long, certainly, as their conduct as above stated continues.

#### GRAPPLING WITH VENEREAL DISEASE

COMPREHENSIVE program for the care and control of venereal disease has been launched in the Bay State. The State Department of Health has just required that syphilis and gonorrhea be reported, as are other contagious diseases, with the important exception that the reports are to be rendered to the State Department of Health instead of to the local health boards, and that only the age, sex, marital condition, stage of disease and occupation of patient are required-not the name and address. But when a patient in an infectious stage of either disease fails to remain under medical treatment for a period of six weeks, the doctor or institution previously reporting the patient must



### The Miracle of the Marne

The battle of the Mame halted the rush of the Germans towards Paris. It aroused the French to superhuman bravery. They fought as if led by the spirit of the Maid of Orleans herself.

The Marne was a demonstration of the power of patriotism with its back against the wall. The same sacrifice of self, the same love of country and unity of purpose that inspired the French people must inspire us and wemust win the war.

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then report to the State Department of Health the name and address. The state department will thereupon furnish the facts to the board of health of the locality where the person resides, as the local board possesses the police power through which treatment or isolation can be enforced.

But reporting goes only a little way and might, some fear, defeat its own purpose by drawing the disease under cover. Steps are to be undertaken, therefore, to prevent this. A general system of clinics for the treatment of synthilis and gonorrhea is in process of organization. Meetings have been held in different parts of the state to organize local clinics, and four of the leading institutions in Boston, now maintaining such clinics, have been brought into conference with a view of coordinating their service with the program of the State Department of Health. Standards for the maintenance of such clinics are about to be promulgated, under which clinics may be placed on the approved list of the State Department of Health, and be entitled to act as centers for the use and distribution to act as centers for the use and distributions.

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WM. M. LEISERSON

OF TOLEDO UNIVERSITY One of many articles of prime significance at this time, announced for early publi-

The SURVEY

tion of arsphemanine, the new product manufactured in the laboratory of the Massachusetts State Department of Health as a substitute for the German salvarsan in the treatment of syphilis. Legislation is pending to give the State Department of Health money to subsidize clinics so as to assist established ones to enlarge their work, and to aid smaller communities in starting clinics. need for this may be illustrated by the fact that outside of Boston there is only one city in the state of Massachusetts now maintaining a clinic for the treatment of syphilis and gonorrhea. It is hoped that at least a dozen clinics will be under way before the end of 1918.

The manufacture of arsphemanine has been under way for nearly two years, as a result of an appropriation granted by the state legislature; but owing to many difficulties and delays, the product is only now produced in sufficient quantities for distribution. In the beginning it will be for the use of infectious cases only, because of limited supply. As it will be distributed by the state without charge, it will greatly reduce the cost of effective treatment of syphilis. The German salvarsan and the American-made products which have developed since the war have cost from two dollars to four dollars a dose, and many doses are often required. The approved clinics, each in an assigned area, will act as centers for distributing the "arsphemanine."

A bill has been introduced to prohibit the sale of medicine for venereal disease by drug stores, except on the prescription of a physician. Self-treatment for those diseases is a serious evil, for such treatment is not effective and the sufferers are likely to progress into later and much more serious stages of the disease, besides remaining centers for disseminating infection. Plans for linking up this health program with the campaign for the suppression of prostitution are also under way.

#### WINDING UP THE FUSION ADMINISTRATION

HE work of municipal child-placing in New York city by the Children's Home Bureau of the Department of Public Charities is now completely in the hands of the new Tammany administration. The work accomplished by the bureau under the Fusion administration was described in the SURVEY for January 19 [Mothered by the City]. The apprehensions of civic bodies and individuals that it would not be continued on the present high standards have, inthe opinion of these bodies, been confirmed by the resignation on February 28 of John Daniels, director of the

Mr. Daniels, it will be remembered. was a seasoned social worker who, it was hoped, would find it possible to stay at his post under Mayor Hylan. In his letter of resignation to Bird S. Coler. commissioner of public charities, Mr. 000 e Daniels states that his work of caring for approximately 900 children placed out by the bureau "has been increasingly hampered and obstructed by action taken by yourself or upon your authority." He gives six specific reasons for his resignation:

The dropping on January 3 of five of our field workers (i.e., social movenigators), including three who were serving as division supervisors, and the failure to fill these five vacancies and seven others which have arisen. . . . The stopping of the use of automobiles from the municipal garage for the servine of the serv

been wholly confined to the home-finding division of our work, and who has had practically no experience in the much more responsible work of visiting the children in the homes after placement and no previous experience whatever in supervision as regards either the work of this bureau or some similar work elsewhere.

whose experience with the bureau has almost

# THE DRAFT AND HEALTH INSURANCE

DECLARING that "health protection . . . has been raised by the war from a position deserving of humanitarian consideration to one demanding action if we are to survive as a nation," the New Jersey Commission on Old Age, Insurance and Pensions last week submitted to the governor a report urging the enactment of a health insurance law. Figures are quoted in the report to show that of 1,300,000 volunteers for the army and navy, 66 per cent were rejected on account of physical disability. Facts and opinions are presented tending to show that industry is in part responsible for this situation, and it is stated that the income of two-thirds of New Jersey's wage-earners is less than \$780 a year-a sum so inadequate as to be taken seriously as one of the contributing causes of the prevalence of disease, owing to the inability of the wageearner to purchase the necessities of decent existence.

The report calls attention to the sickness survey of Trenton by the Metropolitan Life Insurance Company in 1915, which indicated that in the course of a year every person 15 years of age and

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over loses 7.2 working days on account of sickness, and that there are at all times 43,000 persons in the age group mentioned too sick to work. The rejections for physical disability in the draft are cited as showing a startling amount of disease, and the report states that "males above ten living in New Jersey in 1910 cannot expect to live as long as if they had lived in the period 1877-1882."

"These facts," says the report, "are of vital concern to us as a nation, and New Jersey shares the responsibility." As to the responsibility of industry, the State

Commission of Labor is quoted as saying that "nearly fifty industrial poisons capable of producing serious and even fatal disease" are in use in New Jersey factories. Special hazards exist in potteries, snelters, tanneries, textle mills, and the hatting industries in New Jersey. Tuberculosis appears as one of the foremost causes of death in some of these industries, being responsible for as many as 56 per cent of all deaths between the ages of 25 and 34 among glass-blowers, and

[Continued on page 608]

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#### KEEPING FAMILIES TOGETHER

[Continued from page 597]

In another family, domestic trouble was of gradual growth. The man had a good position but drank and insisted on bringing his drinking companions to the house and neglected his wife and family. The wife became discouraged, her health failed, she became neglectful of her household duties and finally decided that she could no longer endure existing conditions. Being without relatives or friends to give shelter to her children, she left them with their father and paternal grandparents. After a time, she obtained employment and a place to board with a woman, who was willing to board the children also. Habeas cornus proceedings were instituted, the children given to the mother and a court order placed on the father for their support. At last the man awoke to a realization of what he had lost, but the wife was not willing to credit his statement that he wanted her to return to him. Then it was his turn to appeal to the court, thinking that if he could again secure possession of the children it would force his wife's return. The probation officer finally persuaded him that the only way to insure a happy home was for him to win his wife, as he had won her in the first place. It was slow work, but after months of patient effort on his part, and repeated visits of the probation officer to both husband and wife, a conference was arranged, which resulted in the wife promising to return at a certain date. Some eighteen months have elapsed since the re-establishment of this home, in which both husband and wife now take pride and where happiness reigns.

The court is sometimes criticised for its leniency with the men in giving them one more chance. Nevertheless, some of the most unpromising cases have shown the most gratifying results. One man was so greatly addicted to drink that he had had delirium tremens. When home conditions became unbearable the family physician referred the woman to the Children's Aid Society, who, in turn, referred her to the Legal Aid. A lawyer connected with this organization referred her to our probation department. A warrant was issued and the man was sent to Movamensing Prison for a week to sober up. All arrangements were made for his commitment to the Keswick Colony for Juebriates. On the pleading of the man, the judge reconsidered the decision; the man was to take the pledge, and the case was placed on probation, to be reported back to court at the first indication of his drinking again. This was nine months ago. The wife states now that he has kept the pledge, given her money regularly (and "comfort" with it) and that there never is a cross word in their home. Out of his own spending money he has bought clothes, shoes for the children, and even a \$25 coach for the new baby. The home is comfortably furnished, neat and clean, wife and children happy, and the wife states that these conditions were brought about so quietly that very few of their acquaintances knew anything about their difficulties.

To summarize the results of this inquiry: 1,002 couples were reported as reconciled during 1916; of these 310 were "not lasting" at the time this inquiry was made: 190 had returned to court; 120 had not; in 87 cases families were not located. Those "not lasting" constitute 33 per cent of all located. The remaining 605 cases, or 67 per cent, were found to have lasted anywhere from six to eighteen months.

While the court in a majority of cases can be expected to compel a man to the fulfillment of his legal contract to support his family, no amount of compulsion can preserve the family unit. The foregoing inquiry has shown, however, that by infusing a kindly spirit into the court's work and trying to get at the real difficulties faced by each man and woman, this . result may be obtained in a surprising number of instances.

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[Continued from page 605]

ranging down to 40 per cent for foundrymen, as against 31 per cent for all males. Eight other industries are named as having a tuberculosis death-rate between the two extremes named

"Conditions as portrayed have been in existence for some time," says the report. "May it not be that our laissez faire industrial policy has been at least in part responsible for the fact that half our young men cannot qualify physically when the army calls?"

There are two ways, according to the report, in which provision can be made for meeting the hazard of disease-savings and insurance. As to the former. the report intimates that not much is to be expected. It is pointed out that as long ago as 1907 Chapin found that savings were infrequent among families with an income of less than \$800."

Insurance, in the forms now available stock companies, fraternal orders, establishment funds and trade union benefit funds-is apparently to be counted on only slightly more than savings as a means of meeting the losses due to illness and disease. The health insurance carried by stock companies in New Jersey was trifling in amount in 1916. Industrial insurance covering funeral benefits only, was far more popular. Premiums collected amounted to more than twelve million dollars in 1916, and losses were paid, according to the report, at an administrative cost of 75 per cent of the premium. Mutual benefit associations in factories were almost negligible so far as health insurance was concerned, and the fraternal orders did a comparatively small health business.

Of health insurance administered by the trade unions, the report says: "Only 25 of the 111 great national labor unions grant cash sickness benefits, usually only about \$5 a week for 13 weeks, and commonly do not provide medical care. The total expenditures for sickness benefits by unions affiliated with the American Fedcration of Labor throughout the United States in 1915 were \$1,065,000. In ad-

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dition, local unions of some of the nationals furnish sick and death benefits. In a state which is less than one-quarter unionized, and where but few of the unions grant sickness benefits, and few, if any, grant medical benefits, the trade union funds cannot be expected to develop immediately into a comprehensive system to cope constructively with sickness care and prevention as demanded by the present emergency."

It becomes clear, therefore, the report states, that without disparaging the excellent work that is being done by many organizations, "the medical work of the state lacks a coordinated, comprehensive plan of rehabilitation and prevention. Under present circumstances, it seems to the commission that the state would be guilty of unpatriotic negligence if it remained without a socially constructive plan for combating sickness." The commission, therefore, turns to state administered health insurance as the logical plan. Not only is this a method that will distribute the losses due to sickness. but it will undoubtedly "stimulate a lively desire to prevent sickness."

The experience of ten European nations are cited as evidence of the practicability of health insurance. Great national organizations concerned in public welfare are quoted in its favor, and it is stated that the New Jersey State Federation of Labor in its annual convention, declared in favor of "a universal system of health insurance . . in order that efficient medical treatment may be furnished to all sick wage workers, and due emphasis may be placed upon the prevention of industrial sickness.

The commission, therefore, recommends that the legislature provide by law for a system of state administered health insurance; it expects in the near future to propose a bill for its consideration. In the report, the ideas which are to be included in the bill are briefly set forth. A system of health insurance is forth. A system of health insurance is didition to cash benefits, would provide medical care and health instruction.

# WAR HOUSES THAT SHALL LAST

TO what extent shall war workers be housed in temporary barracks, to what extent in permanent home? This question was set down as the first subject for discussion by the conference held on Monday of this week in Philadelphia by the National Housing Association. It was not a question to be disposed of without many different considerations—indeed, there were as many answers, it seemed at times, as there were delegates in the room, and there were several hundred—and it was one which turned up again and again throughout the proceedings.

[Continued on page 611]

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[Continued from page 600]

Lawrence Veiller, general secretary of the Housing Association, in the course of time has developed a conference method of his own. He does not invite prepared papers, and every speaker is strictly held down to three minutes. By this means the opportunities for useful contributions are greatly increased and, in a heated discussion of a controversial subject, the same speaker has the chance of answering at intervals a number of opponents. That this form of conference is appreciated is clear from the fact that a majority of the best known and busiest men engaged in housing reform or interested in the war-time phases of the problem found it worth while to attend and to contribute.

It soon became clear that in their views upon the present emergency situation, two different types of temperament were bound to clash, the one desiring the immediate construction of all the houses needed to bring up to maximum strength the workers in munition factories and shipvards, regardless of the character, location or cost of the houses, we may conveniently call them the "For God's Sake" school of thought: the other more inclined to look around the whole subject, not only in general but in every individual instance, to make sure that the particular plan adopted would not only provide dwellings looking well statistically but dwellings securing maximum efficiency for those occupying them with least risk to the health and well-being of the whole community and with all possible avoidance of unnecessary cost.

On the whole, the advocates of an intelligent and consistent treatment of the emergency problem in line with the experience gained by many years' practice in general constructive housing reform held the field. This means that the conference on the whole, and the business men present quite as much as the architects, engineers and professional housing reformers, decidedly favored the building of permanent houses for family occupation rather than barracks.

Nor was this view based only on pre-war experience. A number of examples were quoted to show that the provision of temporary accommodation did not, as a matter of fact, answer the fundamental requirements at all. failed to attract the skilled mechanics who are needed in ever greater numbers from inland and from other trades; and even in the case of the less skilled, it did not hold the man to the job and did not prevent a prodigious waste from having to train a continual stream of new workers. Labor turnovers as high as 100 per cent per month were quoted as resulting directly from one of two conditions: the housing of workers in barracks which separate them from their

families, and housing at such a distance from the work-nearly always accompanied by entirely inadequate transportation-as to make necessary long and irksome journeys back and forth.

The conference was much encouraged to hear from one of the speakers that President Wilson who, when the subject of housing war workers was first brought to his attention, had favored the provision of temporary accommodation so as to avoid all complication from conflicting interests, had with a fuller knowledge of the subject become a strong advocate of building both at the shipyards and in the munition centers the very best houses for family occupation which could be erected without loss

As regards the time element, a number of speakers, both from their own experience and from that of Great Britain. had become convinced that houses to last thirty or forty years can be built in the same time as houses to last three years. assuming in both cases all the necessary structural items now considered necessary for sanitation are to be provided. On the other hand, it was generally recognized that in the case of great construction works, such as the preliminary work on plants before skilled workers can usefully be employed, a certain number of workers, chiefly those engaged in the building and structural engineering trades, must usually for a time be taken care of in barracks.

One of the more difficult points upon which no agreement was reached was how, in the financing of houses for war workers which must be built now, the margin of cost between the normal and that determined by the present excessive prices of materials is to be allotted. Many speakers were very firm in the conviction that not only financially but for many other reasons direct government construction and operation was the only way of ensuring immediate results.

With all the past delay, there was a sense of relief in view of the appointment of Otto M. Eidlitz, of New York city, to the housing directorship under the Department of Labor and the likelihood that both the bills mentioned in these columns on February 16 will be passed within the next few days, giving the director all the necessary powers, and at least sufficient appropriations to start with, for a vigorous promotion of the plans laid in the different centers.

Whether the houses when completed should be rented or sold to the occupiers was another topic upon which, in view of the well-known difference of opinion among the leading housing reformers, agreement was not to be expected. So far as actual investigations made throw any light on the subject, it seems most unlikely that any large proportion of war workers, whether they look upon their

work as temporary or as permanent, will desire to own their homes individually. This does not, however, necessitate a permanent renting basis as the only alternative. A number of different propositions were discussed which would make it possible for individual householders to acquire a stake in the community by holding a bond without lessening their mobility by owning an individual house.

The housing conference was followed on Tuesday by a conference on community development for the war, under the auspices of the American City Planning Institute, many of whose members also took part in the discussions of the previous day.

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EAMPTON INSTITUTE—J. E. Gregg, principal-elect; G. P. Phenix, vice-prin.; F. K. Roger, treat.; W. H. Scoville, see'y; Hampton, Va. Trains Indian and Negro youth. Neither a State nor a Government school. Supported by voluntary contributions. Free literatura on race adjustment, Hampton size and methods.

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MATIONAL ORILD WELFARE ASSOCIATION —Chas. F. Powiison, gen. sec'y; 70 Fifth Ave., Naw York. Cooperates with bundreds of social agencies. Headquarters for child welfare naterials, exhibits, literature, etc. Inquiries invited.

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MATIONAL CONFERENCE OF SOCIAL WORK—Robert A. Woods, pres. Beston: William T. Cross, conference of the Conference of the

Children, Henry W. Thurston. Delinquents and Correction, Mrs. Jessie B. Hodder.

Health, Haven Emerson, M.D.

Public Agencies and Institutions, Albert S. Jahnstone.

The Family, Gertrude Vaile. Industrial and Economic Problems, Mrs. Florence Kelley.

The Local Community, Charles C. Coper. Mental Hygiene, Frankwood E. Williams.

Organization of Social Forces, Allen T. Burns Social Problems of the War and Reconstruction V. Everit Macy.

MATIONAL FEDERATION OF SETTLEMENTS—Robert A. Woods, sec7, 20 Union Park, Boo ton. Develops broad forms of comparative study and concerted action in city, state, and no tion, for meeting the fundamental problems disclosed by settlement work; seeks the higher and more democratic organization of neighborhood life.

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MATIONAL LEAGUE OF WOMEN WORKERS-Jean Hamilton, org. sec'y; 35 E. 30 St., New York.

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NATIONAL SOCIAL WORKERS' EXCHANGE —Mrs. Edith Shatto King, mgr., 130 E. 22 St., New York. A cooperative registry managed by social workers. Social organizations supplied with trained workers. Membership composed of experi-enced social workers.

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NATIONAL WOMAN'S PEACE PARTY—Section for the United States of the International Committee of Woman for Parmanent Pasco—Mrs Chie; 116 S. Michigan Ave., Chicap. The purpose of this organization is to enlist all American women is arousing the nations to respect the sacredness of human life and to abolish war.

NATIONAL WOMEN'S TRADE UNION LLAQUE-Mrs. Raymond Rebins, pres.; 139 N. Clark St. (room 701). Chicago. Stands for self-government in the work abop through nrganization and also for the enactment of protective legislation. Information given. Official organ, Life ond Labor.

PLAYGROUND AND RECREATION ASS'N OF AMERICA—H. S. Brancher, sec'y; 1 Madison Av., N. Y. C. Playground and community center ac-tivities and administration; cooperating with War Dept. Commission on Training Camp Activities

PUBLIC OWNERSHIP LEAGUE OF AMERICA—Organized to secure the public ownership and operation of railroads and other public utilities and natural resources. Inquiries solicited. Address Albert M. Todd, pres., Westery Building, 14th and F Sta., Washington, D. C.

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RUSSELL SAGE FOUNDATION—For the Improvement of Living Conditions—Jahn M. Glean, dir, 130 E 22 St., New York. Departments: Charity Organization, Child-Helping, Education, Statastics, Recrestion, Remedial Loans, Surveys and Exhibits, Industrial Studies, Library, Southern Highland Division.

SHORT BALLOT ORGANIZATION—Woodrow Wilson, pres; Richard S. Childs, see'y; 382 Fourth Ava. New York. Clearing house for in-formation on short ballot, commission gov't, city manager plan, county gov't. Pamphiets Irec.

SURVEY ASSOCIATES, INC.—Rabert W. de Forest, prac.; Arthur F. Keilegr, sec'); publishees Forest, prac.; The Forest Forest Forest T. Devine, Graham Teljor, Jane Addams, associate editors: departments: Cirics, Graham R. Taylor industry, John A. Fisch: Habith, Alian Hamilton, Inc. Company, Company, Company, Company, Company, through T. Company, Company, Company, Company, Company, 12 Zastu 19 X., New York.

TUSKEGEE INSTITUTE—An institution for the training of Negro youth; an experiment in race adjustment in the Black Belt of the South; furnishes information on all phases of the race preliem and on the Tuskegee Idea and methods. Robert R. Moton, prin.; Warren Legan, treas.; Emmett J. Sout, see'y; Tuskegee, Ale.

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#### BOOKS RECEIVED

HISTORY OF THE PACIFIC NORTHWEST. By Joseph Shafer. Macmillan Co. 323 Price \$2.25; by mril of the Survey \$2.37.
Income Tax Law and Accounting. By Godfrey N. Nelson. Macmillan Co. 364 pp.

Price \$2.50; by mail of the Survey \$2.62. When He Is Come. By A. C. Bouquet.
Longmans, Green & Co. 77 pp. Price
\$.90; by mail of the Survey \$.95.

MAN'S SUPREME INHERITANCE. By Matthias F. Alexander, E. P. Dutton & Co. 354 pp. Price \$2; by mail of the SURVEY \$2.12. WOMAN AND WAR WORK. By Helen Fraser. G. Arnold Shaw. 308 pp. Price \$1.50;

by mail of the SURVEY \$1.62.

THE SOCIAL PLAYS OF ARTHUR WING PINERO. Edited by Clayton Hamilton. E. P. Dutton & Co. 367 pp. Price \$2; by mail of

THE LOST NAVAL PAPERS. By Bennet Copple-stone. E. P. Dutton & Co. 285 pp. Price \$1.50; by mail of the SURVEY \$1.62.

ON THE THRESHOLD OF THE UNSEEN. By William F. Barrett. E. P. Dutton & Co. 336 pp. F Price \$2.50; by mail of the SUR-

FIELDBOOK OF INSECTS. By Frank E. Lutz. G. P. Putnam's Sons. 509 pp. Price \$2.50; by mail of the SURVEY \$2.62.

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COLLAPSE OF SUPERMAN. By William Roscoe
Thayer. Houghton Mifflin Co. 76 pp.
Price \$60; by mail of the SURWEY \$64.
SOUTH-EASTERN EUROPE. The Main Problem
of the Present World Struggle. By Vladislay R. Savic. Fleming H. Revell Co.
272 cm. Price \$1.60; be possible 4th Sur-276 pp. Price \$1.50; by mail of the Survey \$1.62.

MARCHING ON TANGA. By F. Brett Young. E. P. Dutton & Co. 265 pp. Price \$1.50; by mail of the Survey \$1.62.

THE SMALL FAMILY SYSTEM. Revised edition.
By C. V. Drysdele, B. W. Huebsch. 196 pp. 1 Price \$1.50; by mail of the SURVEY

IN THE WARE OF THE WAR. By Harold Hodge. John Lane Co. 225 pp. \$1,50; by mail of the Survey \$1.62.

ANCIENT LAW. By Henry Mainc. Every-man's Library. E. P. Dutton & Co. 237 pp. Price \$.60 cloth, \$1.25 leather; by

pp. Price 3.60 cloim, \$1.25 (cather; by mail of the Survey \$6.6 or \$1.33.

HISTORY OF FRANCE. Vols. I & II. By J. V. Duruy. Everyman's Library. E. P. Dutton & Co. 528 pp. Price \$6.0 cloth, \$1.25 (cather; by mail of the Survey \$.68 or \$1 33

SHAKESPEARE AND THE FOUNDERS OF LIBERTY IN AMERICA. By Charles Mills Gayley. Macmillan Co. 270 pp. Price \$1.50; by mail of the SURVEY \$1.62.

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THE AMERICAN LABOR YEAR BOOK. 19171918. By Alexander Trachtenberg. Rand
Canial Science. 334 pp. Price \$.60 paper, \$1.25 cloth; by mail of the SURVEY \$.70 or \$1.35.

THE COMING GOLDEN AGE. Written and published by Frank Rosewater. 127 pp. Price \$1; by mail of the SURVEY \$1.10. CHILDREN OF PASSAGE. By Frederick Wat-son. E. P. Dutton & Co. 308 pp. Price

\$1.52; by mail of the SURVEY \$1.62. THE PRISONER OF WAR IN GERMANY. Daniel J. McCarthy. Moffat, Yard & Co. 344 pp. Price \$2; by mail of the SURVEY \$2.15.

THE SOUL OF THE RUSSIAN REVOLUTION. BY Moissaye J. Olgin. Henry Holt & Co. 423 pp. Price \$2.50; by mail of the Sur-423 pp. P VEY \$2.70.

SOLDIER'S BOOK OF WORSHIP. Compiled by Albert Hallett. Abingdon Press. 163 pp. Price \$2.5; by mail of the Surayer \$2.2. THEORIES OF SOCIAL PROCRESS. By Arthur James Todd. Macmillan Co. 579 pp. Price \$2.25; by mail of the Surayer \$2.40.

NATIONAL PROGRESS. 1907-1917. Volume 27 of the American Nation. By Frederic Austin Ogg. Harper & Bros. 430 Price \$2: by mail of the Survey \$2.15. 430 pp.

OLD WORLDS FOR NEW. By Arthur J. Penty. George Allen & Unwin, 186 pp. Price \$.85: by mail of the Survey \$.91.

STORIES OF THE CAVE PROPLE. By Mary E. Marcy. Chas. H. Kerr & Co. 188 pp. Price \$1; by mail of the Survey \$1.08. THE ECONOMIC CAUSES OF WAR. By Achille Loria. Chrs. H. Kerr & Co. Price \$1; by mail of the SURVEY \$1.08.

CHILD LIFE IN OTHER LANDS. By H. Avis Rand McNally & Co. 232 pp. Perdue. Price \$.50.

ENGLISH FOLK SONGS FROM THE SOUTHERN NGLISH FOLK SONGS FROM THE SOUTHERN APPALACHIANS. Collected by Olive Dram Campbell and Cecil J. Sharp. G. P. Put-nam's Sons. 341 pp. Price \$3.50; by mail of the Survey \$3.62.

THE FIGHT FOR THE REPUBLIC IN CHINA. B. L. Putnam Weale. Dodd, Mead & Co. 485 pp. Price \$3.50; by mail of the Sur-485 pp. Pover \$3.75. SOCIETY OF THE CHACRES. YEAR BOOK, 1916-

1917. Edited and compiled by Frederick G. Swanson, Society of the Chagres. 371 Price \$1.50.

HELPING THE HELPERS IN LOWER NEW YORK. By Lucy Seaman Bainbridge. Fleming H. Revell Co. 172 pp. Price \$1; by mail of the SURVEY \$1.10.

THE FUTURE OF THE SOUTHERN SLAVS. By A. H. E. Taylor, Dodd, Mead & Co. 210 pp. Price \$3; by mail of the Survey \$3.15. OUR SCHOOLS IN WAR TIME AND AFTER. By Arthur D. Dean, Ginn & Co. 335 pp. Price \$1.25; by mail of the Survey \$1.37. STATE SANITATION. Volume I. By George Chandler Whipple. Harvard University Press. 375 pp. Price \$2.50; by mail of the Survey \$2.62.

PLAN OF MINNEAPOLIS, By Edward H. Ben-nett and Andrew Wright Crawford. Civic Federation. 220 pp. Price \$10; by

mail of the Survry \$10.50.

Wonderful Stories. Winning the V. C. in the Great War. E. P. Dutton & Co. 280 pp. 1 Price \$2.50; by mail of the SURVEY

THE NEW SPIRIT OF THE NEW ARMY, By Joseph H. Odell, Fleming H. Revell, 121 Joseph H. Odell. Fleming H. Revell. 121
pp. Price \$7.5; by mail of the SURWY \$.83.
THE BAD RESULTS OF GOOD HARTH. By J.
Edgar Park. E. F. Dow. 32 pp. Price
\$.35; by mail of the SURWIY \$.40,
TERPER NEIGHBORN. By Grace Coolidge.
Four Scas Co. 225 pp. Price \$1.50; by
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LOCOMOTOR ATAXIA. By William J. M. A. Maloney. D. Appleton & Co. 276 pp. Price \$3.50; by mail of the Survey \$3.62. Price \$3.50; by mail of the Survey \$3.62.
German Atrocttles. By Newell Dwight
Hillis. Fleming H. Revell. 160 pp.
Price \$1; by mail of the Survey \$1.10.
Two War Years in Constantingle. By
Harry Stuctmer. George H. Doran Co.

292 pp. 1 Price \$1.50; by mail of the Sur-

GUIDE TO THE LAW AND LEGAL LITERATURE OF GUDE TO THE LAW AND LEGAL LITERATURE OF AKRINTHAS, BRAZIL AND CHILE. By Edwin M. Borchard. Washington: Government Printing Office. 523 pp. Price \$1; by mail of the SURVEY \$1.25. MY TWO KINGS. By Evan Nepean. E. P. Dutton & Co. 472 pp. Price \$1.50; by mail of the SURVEY \$1.65.

DIABETIC COOKERY. Recipes and Menus. By Rebecca W. Oppenheimer. E. P. Dutton & Co. 156 pp. Price \$2; by mail of the SURVEY \$2.10.

#### PAMPHLETS RECEIVED

Pamphlets are listed once in this column without charge. Later listing may be made under CURRENT PAMPHILETS (see page 643).

ZONING FOR ST. LOUIS. A fundamental part of the city plan. City Plan Commission, St. Louis, Missouri.

How to GET LAWS ENFORCED. By Henry N. Pringle, assistant superintendent of Inter-national Reform Bureau, 206 Pennsylvania avenue, S. E., Washington, D. C. 5 cents. Sonce of the Open Forum. Compiled by a committee of the Open Forum National Council, Grant Drake, chairman. C. C. Birchard and Company, Boston. 10 cents;

by the hundred 8 cents. A STUDY OF THE HOUSING AND SOCIAL CON-DITIONS IN THE ANN STREET DISTRICT OF Los Angeles, Calif. By Gladys Patric, M.D., instructor in tuberculosis, under the direction of the Department of Sociology, University of Southern California, Published by the Los Angeles Society for the Study and Prevention of Tuberculosis, 528 Chamber of Commerce building, Los An-

SUGGESTIONS FOR HOUSING WOMEN WAR WORKERS. Made to the Secretary of War by the Housing Committee of the Y. W. C. A., 600 Lexington avenue, New York

city THE WATER WORKS SYSTEM OF THE CITY OF CHICAGO. Report prepared by the Chieago Bureau of Public Efficiency, 315 Ply-

mouth court, Chicago. SETTLEMENT MEN'S CLUBS. By William E. McLennan, headworker, Welcome Hall, Buffalo, N. Y. Prepared for and read before the Conference of the National Federation of Settlements at Valencia, Pa.,

June 5, 1917. THE OLD ORDER CHANGETH GIVING PLACE TO

NEW. Address by Theodore P. Shonis (165 Broadway, New York), before De-troit Board of Commerce. EXCESS PROFITS TAX MANUAL. National Bank of Commerce, New York city. PROBLEMS OF UNIVERSITY BUREAUS OF MUNI-

CIPAL RESEARCH AND REFERENCE. Muni-cipal Research Series No. 16 of the Uni-versity of Texas, Austin, Texas. FRENZIED LIBERTY—THE MYTH OF "RICH

Man's War." By Otto H. Kahn, 52 William street, New York city. SURVEY OF SOCIAL AGENCIES OF ALAMEDA

COUNTY, CALIFORNIA. Prepared by Jean Howard McDuffie for the Board of Public Welfare and published at its request by the Board of Supervisors. Survey of So-cial Agencies, R. 823, Oakland Bank of Savings building, Oakland, Calif.

CREMENT OF THE PROPERTY OF T MERICAN SONG CONTEST. Extension Divi-sion, Bulletin of the University of Wis-consin, Serial No. 392, General Series No. AMERICAN SONG CONTEST.

682, Madison. 10 cents.

Who Is My Neighbor? By Mary Clark Missionary Education Movement Barnes. of the United States and Canada, 156 Fifth

avenue, New York city. RECREATION IN ST. LOUIS. City Plan Com-

mission, St. Louis, Mo. STATISTICAL STUDY OF AMERICAN CITIES.
Reed College Record, No. 27, Portland,



# American Labor Out of It

### The Inter-Allied Working-Class Movement and Its War Aims

By Paul U. Kellogg

FRITOR OF THE SURVEY

AMSAY MACDONALD was speaking. Before him was a great well of pipe smoke through which you could see, row upon row, the upturned faces of broad-cheeked English labor men. Above them in a horseshoe was a gallery of cheering spectators. He stood on a drop-balcony at the end, which was like the frog of the horseshoe-at a narrow table at which sat a dozen men facing the body of the hall. There was the Belgian minister of intendence: there was a former member of the British War Council; there was an unrecognized ambassador of the latest Russian government: there were two members of the French parliament; and several times that number of English commoners. They were all labor men or Socialists.

"See us here," MacDonald was saying, and he brought down the house, "shoulder to shoulder; disagreeing; comrades in our disagreements. And when you think that the extension to this table by a few feet, the addition to these chairs by half a dozen, is all that it means to bring the International together, in the name of God, let us think of this."

In these phrases, at that first evening meeting at Nottingham, he gave delegates to the Labour Party convention a picture which stuck in their minds-which was referred to again and again in the discussions of the next three days. He had taken his fellow members in the executive of the British Labour Party and the fraternal delegates sitting at the speakers' table beside them, and turned them into what the exhibit experts call a three-dimension piece. He visualized in the chairs, the table, the men beside it, something undreamed of in the older philosophies of war, but something cherished and familiar to the gospel of working class brotherhood, as spoken in a score of tongues since the days of Karl Marx. He visualized an international labor conference in the midst of war, threshing out their differences either to agreement or to a final unbridged cleavage; an international labor conference at the time of the settlement of the war, whether it be near or far, standing out for a workers' peace.

"We do not want a peace celebrated by sobs," he went on. "but a peace with democratic songs, served by democratic

effort, built up by democratic principles; a peace maintained by democratic vigilance. It is in your power, in our power. to get such a peace.

"It is your duty to speak to those silent to maintain silence no longer, to come together, to discuss and settle difficulties, to tell the governments that the people now decree the conditions by which we may secure for all time the peace of

What he was talking of was not the attempt of Pope or private citizens in the different belligerent countries to bring about negotiations between their governments. These have failed to date. It was not the attempt of the Russians under Kerensky to promote an inter-allied government conference or of the Russians under Trotzky to provoke an international one. Both had failed. It was not the attempt of the neutral committee at Stockholm-the Dutch and Scandinavian socialists-to bring an international labor conference together. That was not permitted to meet. It was not the overtures of German labor organizations for a joint conference which have since been made public by President Gompers of the American Federation of Labor. What he was talking of was something different, the deliberate program of the British labor movement, outlined in last week's SURVEY, to begin at the bottom; to build up agreement on war aims among its own ranks; to enlist the labor and socialist groups among the allies in a common front; and then address themselves to their own governments and to the working classes of the central empires.

At the time of the inter-allied war council in Paris in January, a dry remark was made by Georges Clemenceau. the rugged figure in the political life of France since the days of the commune and before, who has been raised to the premiership in the third year of the great war,

"Napoleon was not so great as we all thought," he said. "After all, he only fought coalitions,"

His epigram put the case for the efforts now on foot to bring a far greater measure of unity than heretofore among the

allies, both in military operations and in statesmanship. It is

natural that the same forces should be at work among the working classes as among the governments. And it is characteristic that, just as the British were the last of the great European states to get their full measure of man-power and industrial capacity into swing in the war, and once in, thereafter took over the heavy end of the front; so now, after three years of slow crystallization of opinion, the British labor movement comes forward to bear the brunt of what Arthur Henderson has called the diolomacy of democracy.

There were two vacant ends to that Nottingham table. The absentees at one end were, of course, any representatives of the workers of Germany and Austria; although in the course of the evening a young woman spoke for the rebel Czech element, and hailed the British workers' message to Russia as kindred to the yearnings of their "contrades in Bohemia." Incidentally she brought news of a resolution in favor of Czecho-Slovak independence adopted at a congress of all Czech deputies from Bohemia, Moravia and Silesia, held at Prague in January, which had been entirely suppressed by the Austrian censor.

#### The Temper of the Nottingham Meeting

This absentees at the other end of the table were those of the United States. And some of the discussions at the Nottingham meetings may serve to bring our more specifically what it is that the British labor leaders have in mind in setting out to meet with the Germanic workers; what forces are at work in the British movement itself; from what it is that American labor is standing aloof. For just as they feel that war-time isolation and distance are factors which have stood in the way of any approach to the working classes of the central empires, so they feel that these same obstacles account for the present failure of American labor to be counted in alongside the Belgian, French, Italian and other allied labor groups who made common cause with them at their London conference in February.

Here let me set down one or two characteristics of the Nottingham meeting. It responded to such spirited idealism as MacDonald's. More, time and again some fiery radical from a back row would stir it into cheers. It responded less exuberantly, perhaps, but none the less just as spontaneously to homely challenges to fair play and to common sense. It threw open its doors to the representative of the Russian Bolsheviki and acclaimed the revolution; heard him rail at the "moderates," and, "moderates" themselves, nine-tenths of them, the delegates went on about their solid business in a solid way.

I have never, indeed, seen a political convention in which such pains were taken to provide for the deliberate consideration of policy. The constituent organizations had been obliged under the rules to send in in advance the resolutions they had to offer. These had been sent out from headquarters, so that both the resolutions thus offered and amendments thereto by other labor bodies were in hand in advance of the convention itself. All were published in a forty-four-page agenda and distributed at the first session. Representatives of the constituent organizations that had offered resolutions or amendments on any one subject, such as the Ministry of Health or the Soldiers' Charter, were asked to meet together in committee and endeavor to reach a joint draft, which in turn was printed forthwith and distributed to the delegates on the day for discussion of the subject. The proposal for party reorganization was put over for a month to give the constituent organizations time to debate it. The draft of the party program was put over for such discussion until next June. In the current temper of the public toward the queues outside the bake shops and meat markets, there was naturally

bitter attack upon the government's handling of the food question. But when J. R. Clynes, M.P., a labor member of the food administration, turned the tables, charged the unions with failing to cooperate in the local councils and put it up to them to work out a better scheme, he carried his audience with him.

All through the conference, sympathy for the oppressed of all nations and "grousing" against abuses at home were somehow or other, in true British psychology, linked with a matter of fact grappling with practical things. The old watch-cries against capitalistic excesses had their customary echoes, yet somehow the impression abided that here was developing something different from both rigid continental socialism and the old trade unionism—something more organic, freer than the one, broader than the other; British both in its obvious inconsistencies and in its evident downright competence.

Indeed, the pre-war preachers of class hatred were conspicuous by their absence. The old-line Socialists in England have, in truth, been split by the great war into two groups-one, the British Socialist Party, perhaps fairly analogous in its direct opposition to the war to the stand of the American Socialist Party (its offices were raided by the government and literature confiscated that it had planned to distribute at the Nottingham meeting of the Labour Party); the other, a race-hatred, jingo group-the National Socialist Party-which, unlike the Labour Party, makes no distinction between the German government and the German people. Its resolution declaring against any international conference "so long as the Germans occupy the territories they have seized and carry on their campaign of murder, outrage and piracy," was heavily defeated at the inter-allied labor conference in London last August. This last, in passing, is the present position of the American Federation of Labor.

There was a very evident resurgence of feeling of workingclass brotherhood at Nottingham, and Bolsheviki, Frenchmen, and Belgians were made to feel by the applause which followed each speaker that the things in common were bigger than the things in difference.

The delegates began with singing Connell's familiar Red Flag, which was distributed by the labor *Herald*. They did not balk nor turn a hair at the second stanza, which runs:

> Look round—the Frenchman loves its blaze; The sturdy German chants in praise; In Moscow's vaults its hymns are sung; Chicago swells the surging throng.

They sang it with the unction of a Progressive Party rally singing Onward, Christian Soldiers, but with this difference: they knew the words, and with one accord they gave the fullthroated chorus for a seventh and last time at its close, singing it standing, heads up, in a great rolling bas:

Then raise the scarlet standard high! Within its shade we'll live or die; Tho' cowards flinch and traitors sneer, We'll keep the red flag flying here.

From the gallery, before they had sat down, the call came for three cheers for the Russian revolution. They were given. Three cheers for the Austrian working class strike [then on]. They were given. Three cheers for peace. Given with three times the volume of the others. A further call from the gallery for three "boos" for the labor "comb-out" raised more of a laugh than a cheer. As they sat down, I endeavored to size up these people who had been singing, as Ramsay MacDonald had said, democratic songs, and cheering in wartime. This was not what people call a "Cooper Union crowd." A day or so later at the headquarters hotel, one member of the

government labor delegation which has since come to America, pointed with a flip of his thumb at a party of long-haired. thin-cheeked agitators at a nearby table; there was a girl with them with bobbed hair and a Socialist minister in black. "And they talk of that kind being in the ministry, eh?" he scoffed. But this hall-full of labor delegates were predominantly of another sort, with wrists as thick as his own and heads less solid. It was made up of men forty years old or older. There were a dozen hald heads in the first five rows, and as many polls of gray hair-perhaps a third of the fifty men who sat in them. And speaker after speaker who got up in the course of the three days' proceedings came to my mind when, before leaving England, one of the leading economists told me in a matter-of-fact way that there were in the Labour Party more men of capacity and experience, fitting them for responsibility and leadership in seeing England through the reconstruction period, than in either the coalition government or the Liberal

But at this first evening at Nottingham it was the fraternal delegates who spoke, and what they said is current evidence of the different angles from which the different allied labor and Socialist groups are approaching common action.

#### A Message from Stockholm

THE first speaker was Camille Huysmans, before the war secretary of the International Socialist Bureau at Brussels, and since, secretary of the Dutch-Scandinavian committee presided over by Hjalmar Branting (the Swedish Socialist leader), which has promoted the Stockholm conferences. Huysmans' arrival in England was noted in some of the London papers by the publication of paragraphs describing him as pro-German and saying that he had gotten out of occupied Belgium on a German pass. The fact that at Nottingham he was in informal and frequent conference with Emile Vandervelde, member of the Belgian ministry which is known to have turned down repeated overtures for a separate peace, is perhaps sufficient indication that, however much the two men may differ in policy, his sincerity commands the respect of his fellow countrymen.

Huysmans brought the greetings of the organizing committee of the international conference at Stockholm, the Socialists of Denmark, Sweden, Norway and Holland and that part of the Russian social democracy which is associated with them. He is of the slender student type which we associate with the "intellectuals" whether in Socialist meetings or university halls. Above his glasses was a high, square forehead with black hair thrown back. A long, thin neck upheld his high-boned face. Even when, at the outset of his remarks, he raised a laugh by saying that he was especially happy to come from Stockholm because it is a "prohibited area," there was only a momentary relaxation of the sober tension of the "The fact that I am permitted to come to Great Britain," he went on, "is a mark of the confidence which your government has in me. I regret that your government has not so much confidence in you." In explaining the activities of the Stockholm committee he said [here and later, I depend for my quotations very largely on long hand notes]:

My friends had the impression, and it was also the impression and an who is a devoted friend of British democracy—M. Baraning—that in the capitalist societies of British democracy—M. Baraning—that in the capitalist societies to crush on another, unable to have a real military result. If we had this conviction that militaring had no solution unaided in itself, then there was need of named way out. This conviction has been deepened by events. The German and Austrian armies from the east are now cast on the western front where the forces are, to a certain degree, again of the same strength.

We were of the opinion that peace, if it were to be what the workers wanted, ought to be prepared by Socialists and labor parties across the war, and drawn up in such a manner that it would endure in the years to come. This policy was not understood. I will not defend myself against what has been said in leaflets and in papers in the pear to the peace of the peace of

I know that the moderate statements of the American and English governments of late have made more impression on the German people than their governments have acknowledged. My comrades charged me to explain these points and to say that we approve the tactics proposed by British labor.

As we understand them, you will first make clear your own war sims on democratic lines. Second, these war aims will be made the basis of agreement between the working classes of the allied countries. After your inter-allied war aims are clear, your satement will come before an international meteored of sure of the working of the sure of the

In conclusion, Huysmans said:

You have a great responsibility. It depends upon you whether the International shall be the first bridge across the world; whether a new International shall come into being, greater, stronger, representing all working classes, all peoples—an International which shall be across the world what your British Labour Party will be in your own country—the leading political power.

As Huysmans represents another and earlier approach to the question of an international labor conference from that of the British workers, it may be well to set down something of the relation between the two. For, if we go back but a year we find the British Labour Party not at all taking the initiative in the matter, but rather hanging back. In January, 1917, its convention at Manchester voted against participating in an international conference as promoted by the Stockholm committee. In March last, its executive turned down an invitation from the French Socialist Party for a conference of allied Socialists in Paris; in May, it turned down invitations to consultations arranged by the Dutch-Scandinavian committee in Stockholm. It did not respond to the announcement shortly thereafter that the Russian Council of Workmen's and Soldiers' Deputies had decided to issue invitations "to the Socialist and labor parties of all nations to a conference, with a view to securing the adoption of a general working class peace policy"-other than to appoint a committee to visit Russia, which never set out.

Meanwhile, Arthur Henderson, then a member of the British War Council and one of the labor leaders opposed to an international conference, had proceeded to Petrograd on a government mission, in the course of which he met the executives of the Workmen's and Soldiers' Council and spoke to them in his capacity as secretary of the Labour Party. It was made clear to him that whether the British workers participated or not, an attempt would be made by the Russians to hold the conference. Out of his experience in Russia, Henderson came to believe that unless negotiations for a constructive peace were associated in the minds of the Russian people with their new government, it would crumple-as it later did: that many confused ideas were current in Russia as to the aims for which his fellow countrymen were continuing the struggle, and such a conference would clear them up; and that it would be "highly inadvisable and perhaps dangerous for the Russian representatives to meet representatives from enemy and neutral countries alone." On the other hand, he made it equally clear that British labor could only join in the conference if it were turned from an obligatory conference to a consultation for the purpose of exchanging views.

I made it as plain as I was capable of doing that if a conference was held in which we participated there could be no question of negotiating peace terms. I pointed out that the socialists and labor parties in this and other countries were not yet he nation, and both the social people when were responsible for negotiating actual reace them rested, on behalf of the people, the entire responsibility

I quote from his report to the special party conference held in London last August, which followed consultations between Russian and British labor leaders in London, and Russian, British and French labor leaders in Paris, at which the British reconsidered their decision to stay out of the conference; and on the other hand, its consultative character was agreed to by the others. On Henderson's recommendation and by a vote of 1,846,000 to 550,000, the executive was sustained. Henderson was charged by the prime minister with a breach of faith as a member of the War Council, and resigned; and announcement was made that the government would issue no passports to British delegates to attend the Stockholm meeting. An inter-allied conference in London at the end of August, although sixty-eight delegates representing eight nationalities were present, reached no definite agreements with respect either to war aims or to the conditions of an international conference; and apparently got snarled up over the question of minority and majority representations and votes.

#### Building Up From the Bottom

So IT was that the British labor movement started in to build up from the bottom again. And the first opportunity which offered showed the overwhelming swing of feeling among the rank and file. This was at the Blackpool meeting in early September of the British Labour Congress-the national organization of British trade unions on industrial lines. By a vote of 2,849,000 to 91,000, a compromise resolution which, as such, was put forward by Robert Smillie and seconded by Will Thorne, threw the Stockholm meeting for the present into the junk heap, emphatically protested against the government's refusal to give passports, declared that a general agreement among the working classes of the allied nations was "a fundamental condition of a successful international congress" and recommended that the parliamentary committee of the congress be empowered to "assist, arrange and take part in such a conference."

The executive of the Labour Party accepted this resolution as basis for joint action with the Labour Congress. A joint committee was created to redraft a memorandum on the war aims; a joint conference of the two bodies was held in London in December, which adopted them; the Nottingham meeting of the Labour Party in January affirmed them; the interallied labor conference in London in February subscribed to them with milor modifications.

These characteristics stand out, therefore, in the objects of the present British labor offensive: that the international conference shall be consultative and not mandatory; that it shall be perfectly clear that it is a voluntary exchange of views and not an attempt to assume government function; that it shall in no way interfere with military effort; that it provides for entering into such a conference not as a loose body of labor groups meeting for the first time in the presence of a solid Germanic delegation, but for joint action by a real alliance of allied labor; that it provides for going into the conference with a deliberately formulated program of war aims which

may be modified as to details, but in which the democratic principles at stake are nailed down.

This is at great variance with the earlier conference projects associated with Stockholm and with the Russian Soviet of last spring, which were much more binding but were unorganized. It is, however, as much at variance with the former stand-off position of British labor and with the present stand-off position of American labor as it is with the loose-jointed Brest-Litowsk meetings. These last were without any preliminary agreement among the allies; were marked by the abandonment of military activity and were conditioned on the belief of the Russian revolutionists that the German working classes would and could hold their governments up to a course which would safeguard the republic and the revolution. The strength and the weakness of the Brest-Litowsk meetings was that, as the London Spectator put it, they were like the pounding of a mailed fist into a feather-bed. Now, the British labor offensive is neither a gauntlet nor a beditiek. It is a crow-bar, offensive is neither a gauntlet nor a beditek. It is a crow-bar,

#### The Bolsheviki Program

THE Bolsheviki had a spokesman at Nottingham in M. Litvinoff, who for nine years had been a political refugee in London—a stocky, heavy-set Russian Jew with the glasses of a reader and the heavy jaw of a street speaker.

"I come before you no longer to protest against the friendship of your government with ours as in the past," he began, Rather I stand here as representative of a government the like of which he world has never seen. For the first time in history the interval of the property of the property of the property of the interval of the property of the property of the notion spread by the capitalist press that the Bolsheviki have userped power like a band of thugs. In spite of shotzage of officials do lod government, they have carried through a revolution in the most doll government, they have carried through a revolution in the most have been thrown out long aga. band of adventurers they would

The establishment of the socialist administration may seem to you miraculous in view of the economic backwardness of Russis. That has rather made it possible. The capitalist classes had not attained full power or nway over the minds of the working classes. The explains the hold of the socialist movement in 1905. It was supersead, but lived. Nor did the ward ampen the revolutionary persead, but lived. Nor did the ward adment her revolutionary superior. On the contrary, the capitalist hungering after Constantinople and Armenia increased the hatred of the working classes and increased the revolutionary energy. Theirs was a revolution not only against the Cara and his regime, but against allide capitalistics.

There was absolute silence among the upturned British faces before him, broken only now and then by hand-clapping here and there. "The Russian workers," he went on, "wanted peace as well as freedom and social reform. The Russian workers revolted not only against the inexcusable conduct of the war, but against the war itself." Here, at the end of each sentence, the crowd bust into cheers. He continued:

They revolted against the war by revolting against in authors and advocates. In the March revolution the power passed into the hands of the working classes, but they allowed it to be held by the libertals. The Bolsherkii leaders were not in Russis. They were in Siberia, many of them. Others, like Lenine and Trotky, were living abroad, unable to return owing to obstacles put in the way by the Entente governments. Therefore the only leaders were the moderate socialists who openly advocated the cry of the people for peace, for no annexations, no indemnities and the right of self-determination, but they did not earry three things out.

So the masse came into the streets again. They had had an object lesson in depending upon moderate Socialisis. This resulted in putting new men into the cabinet, but there soon became the abject slaves of the liberals. The cry for peace became a mere phrase; a badly conceived offensive was attempted; the arrest of revolutionary leaders followed; the revolution began to fizzle out.

Again the masses came into the streets. If the revolution had continued to drift in the same direction it would have given rise to the restoration of the monarchy. The laboring classes turned thir eyes to the revolutionary party which had from the first stood for the complete power of the soviets. On the night of November 7. Compress of Soldiers' and Worker's Delegates, etc. to the Russian

#### BRITISH LABOR PAMPHLETEERING

EXAMPLES of the hammer and tongs way in which war aims are being threshed out. At the right, a dodger distributed by the British Workers' League at Nottingham during the labor conference. The smaller bancls are from the labor "Herald," George Lansbury's militant weekly, which is banned from the foreign mails but circulates freely in the British Isles.

#### OUR QUESTIONS TO THE PREMIER

DOES the Government accept the principle al se assexations?

II so.

Will it declare that we will ennex no terri-Will it republists all claim to Pelestine, or Mesopotamis, or Samea, ar Togoland, or Egypt, or East Africa, or Sauth-West Africa?

Will it refuse to help its Allies in THEIR aims of aggression?

Does the Government accept the principle at self-determination?

If so, why does it reject the plan of e referendum for Aleace-Lorraine? And for Ireland? And for India? And far "Un-redoemed Italy"?

LLOYD GEORGE-ANSWER, PLEASE!

#### OUR QUESTIONS TO THE PARMINA

WERE you, or were you not, a party to the Secret Treaties for the aggrandisement of ourselves and our Allies? If you WERE, how can you tace an andience of men who trusted you to fight for

demorary?
If you were NOT, by what incredible heighted at hetergul-came it that you, a mem-ber of the War Cablact, were not made aware at the measuress aims to which it had com-mitted this country?

Here you even now demonred these, results and the mee whe made them?
Will you make an explicit repudiation of them? cracy?

Or are you planning to pour out torrests of our blood to wis Syria for France and terri-torial aggrandisement in the Balkans and in Asia for Italy?

ils for itsly? Is this your interpretation of a war for Freedom, Democracy, Peace "?

LLOYD GEORGE-ANSWER, PLEASE!

### SHALL WE BREAK UP THE EMPIRE?

#### MANIFESTO OF THE BRITISH WORKERS' LEAGUE.

PELLOW COUNTRYMEN!

A Conference of members of the British Labour Movement recently adopted a Declaration on War Alons in the name of the organized warders of this country, without consultation or mandate. It was actually endocred by only a misority of the Parlamentary Committee of the Trades Union Congress, while-as its well known-Patidate are in a toppying that ballower Party Execution.

sportly on the Labour Parly Exercitive.

This Declaration is anhalpsous, equiveral, and self-contrudctory. Concrived in server diplomacy and intrigue, it as born of an united pallaces between Pacifics Individualism and Commopoilian Syndicialum. It in no sense represents to retrayer or the opinisms of the British manual worders. The reasonable and democratic equivalent to the Pacification about the referred to the reads and file of the movement for due consideration was refused by the majority those present, and it was reads the through a Conference which also outdoors to issue such a Declaration.

What are the main features of this statement?

What are the non-memory of the interment. The Delivery of the result of the production. It does not discussion. The Delivery of the Control of the Control of the Control of the Control of Corresponding to Corredo, in Admitistic in South Africa, in both, and the Corresponding to Corredo, in Admitistic in South Africa, in both, and the Corresponding to Corredo of Control of

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the same continues though the crost of in "Super-Alaciant Alacentry", "Morris such a rangement is a sense
that Germany would enjoy equal pointed, indication and crossressing with our own constityment and our Alterrosports taking terrisonies when the Househast only of the continues the continues of the sense of the condens of increasing

The state of the sense of the condens of the continues of the c

The authors of this Declaration preclaim their desire to rob their fellow-chirens throughout the Empire of the stagest lequested by those who second the Enteriors the control of the raw materials of that industries. They cannot be seen a significant of the stage of the runner to severe equal rights for British adulty in Germany, but apparently as a German brighting in British.

instruments to service requiring the off-fittinal andmary in Germany, has a generally in a German tentralipse in Brossan.
They demand defines the topolity of semimendation after their tax to the energy nature a more against a cape exceeding to liter a production of the production o

This Declaration is issued without consultation with, or reference to, our fellow flatons beyond the seas, who have buted bundreds of thousands of the flower of our race to the defence of our common Laguer ! PRILOW CITIZENS!

These ideas are atterly antagonistic to the need of British Labour.

These stors are utterly shatgeonistic to the note of brithin Labour.

If their ideas were to be only partly restitute, the anarchic file of Russia would be the fate of Britain. Their promalgation stagtades that the Labour Cascon has been captured by the firefers integens of the Independent Labour Party, the sangare emisinestalists of the Union of Democracic Control, and of handful of Bettin Bollowise suggest by a base consopolitation who dress mad dresses of herizades and booty. Their common against explosing extra displays on every landstein, and grown also on were wearries.

No Restitution, no Reparation, ao Security but through Viriosy? As Germany tore up the "scrap of paper" in regard to fidigina, no within the last few days afte has concluded, as arrieties with the Reculan Sowiet, promising not to in Farnes are withinking the assault of the very German trough, and are falling before the very German trough the farness withinking the assault of the very German trough, said are falling before the very German from the been released by the throughparted energy from the Rossain Front! What guarantees are you accure from such a Germanust and progle energy the destruction of bleer nithing; power?

Government and people except the destruction of these relative gower?

Shall we below on sational character-now traditional neutricity? Shall we prove ourselven a degenerate broad of a respect from? Shall we had not all from while the enemy is still privingle on? I a this the work of British Labour? The test was reagen who splending and given no target-depringly are red from the still the stil

Let us, then, who are left at least strive to be worthy on the heronim and self-accrifere or our soldiers and saliese. Let blod fast to secure the only sure, enduring and democratic peace—the peace that will come at no distant date through originat and distance Wickopy.

Signed for the British Workers' League,

26.30 Service Horse SICILIAN AVENUE, J. A. SEDDON, Chairman of the General Council. J. F. GREEN Chairman of the Executive Committee.

Lorpon, W.C. VICTOR FISHER Hon. Sec. Prosted and Published by the dryes Creek

OUR QUESTIONS TO THE PREMIES

WHY are you still slient about the economic resolutions of the Paris Con-Serence? - those seeds of another Arma-

By your allence non have not their maid potent weapon into the hands of the German allitarists; with it they drive their men into the trenches; you have dismayed the German people, who long for peace; you say, in effect, " Win the war, or starve after the war."

Are you Lloyd George-or Von Tirpits?

Will you desenne the Paris Resolutions? Or are you afraid of denying to our capitalists THEIR little, lot of "war nims"?

LLOYD GEORGE-ANSWER, PLEASE!

ous quarrons to the Preside

Will Y did you misicad the Man-Power Conference as to the comments of the German Press on President Wilson's speck? Did you not know that the journals which

we should call " Liberal " have declared that they see in it a possible basis for peace? And do you know nothing of what the German PEOPLE say? Do you not know that meeting after meeting of the Ilaga "Fatherland" party has been broken ap?

Even your papers have reported these things. Do you not read the papers? Where is your secret service?

Where are year awn eyes? Why did you quote Von Tirpitz as the

intheritative voice of Germany-a Minteler disgraced and dismissed? Through culpable ignorance? Or-?

LLOYD GEORGE-ANSWER, PLEASE!

OUR QUESTIONS TO THE PRINCIPLE

15 not conference a better way then slaughter? Then how darn you appent to Labour to show you a better way when you yourself made that better way impossible? Was not Stockholm a better way?

Why did you retuse passports?

way on you return passwers?
Why did you tell as that Ecreneky was against it, when in fact he was NOT?
Why did you put Henderson on the door-mat?—and dismiss him?—and gag him? Why did you gag the voice of the dema-racles of the world when they were striving to niter the great message of peace?

What were you atraid all Was it af e just and general peace, in wi Are you more atraid of democracy than of militarism?

LLOYD GEORGE-ANSWER, PLEASE!

Has the experiment of the Russian revolutionary people junified itself? I mention one word—Beres-Liouvs. There in that lite barrack town greater and more dramatic history has been made in three weeks than in three and a half years of war. The principles of no annexation and the right of people to determine their lives have been asserted in such a way as to shatter the capitalist war. Even if peace does not result from the negotiations, a revolution in Germany—and let me hope somewhere else ("Say it again," came a cry from the gallery) becomes one of the immediate possibilities. We have placed the German people face to face with their government of the control of the contro

But not only have the war aims of the central powers been exposed; the statemen of the allied countries have been forced into the open, and surely these exposures must have their effect on the minds of the workers of the world. By the publication of their secret treaties the governments have been given warning that their peoples will not put up with mere machinations.

Internally, the land has been given to the peasants; factories and lands have been put in the hands of the worker; the apartments of the rich have been made to supply shelter for the homeless; local government has been put in the hands of the sovient; beaking lishing the principle of direct election of officers. The full right of self-determination has been granted to all nationalities.

For a space of three months that is not a bad record. It is true it has not been wholly carried out into practice in the face of capitalistic sabotage. It is also true that if reaction sets in these things will be awept away. Yet is it not true that the Bolsheviki have given a demonstration to the workers of the world?

The Russian people are fighting an unequal fight, against the imperialists of all nations. They have begun a work for general peace, which allone they eanot finish. They will fail if they have not the response of the workers of all countries—those of the central powers as well as the allies. I can only asy to British labor: Seriou by your pace. I hope and trust that you will not allow thousands and millions more men to be serificed.

Thus the Maximalist ambassador was given a hearing; he was given appliause. But his speech in a sense served to demark the Bolsheviki program from that in which the British labor leaders and the allied Socialist speakers who followed were engaged upon. Like Huysmans, who preceded him, they made it clear that neither in internal nor in international procedure did they see eye to eye with him. It was with other forces in the Russian political life that they were bound by the old ties; and it was the Russian Minimalists who cabled acceptance of the war aims adopted at the London conference in February.

#### The Belgian Socialists

THE first of these speakers was Emile Vandervelde, chairman of the old International Socialist Bureau, a holder of various portfolios in the Belgian ministry and an indefatigable worker for a hundred measures to build up the efficiency and morale of the Belgian army. He was stout, dignified, middle-aged, with a close-cropped black beard and a black necktie over a white shirt. He spoke in French with a ring and modulation to his voice which had been lacking in the preceding speaker; with restraint and reserve power; a man who had argued in parliaments rather than on street corners. His emotion was less in the expression of his face than in the tone of his voice, which had a minor key and rose at one point to an impassioned appeal. How much was understood I do not know, but the spirit of the man won repeated applause.

His translator afforded a similar contrast—short, stocky, a Lincoln Steffens in black and pink. This was Sidney Webb, the English Fabian—heavy-moustached, eyebrowed and bearded, his dark hair shot with gray, contrasting with full-blooded, clean-shaven cheeks. He wore a black string to his eyeglasses and would have passed anywhere for a banker.

While listening to the Russian representative, said Vandervelde, I could not help but whish of the people of northern France and Belgium, of Serbia and the rest. I can understand the cathusiasm for peace in this fourth winter of war with privations and the wastage of youth—from the whole suffering mass of humanity goes up the cry for peace. ["Hear, hear," came from the hall.] The whole world asks for peace, but it asks—what peace? Shall it be moreasy? [Again the or, "hear peace we want—the peace of democracy." [Again the or, "hear peace we want—the peace of democracy must win a double victory—against those who threatm of the moreasy must win a double victory—against those who threatm of from shroad, and against those in our own country. The internal victory, which the Bolsheviki claim, was in no small measure due to from shroad, and against those in our own country. The internal victory, which the Bolsheviki claim, was in no small measure gained, due in the first place to the British protestriat, at whose instance a decisive and ucid reply was obtained from the prime minister of the greatest empire of the world, and found an echo two days later in the mean place of the world, and found an echo two days later in the mean able creal it will be definitely consolidated on that day when the Entente governments confirm their unanimous desire in these respects by means of a collective declaration.

But if labor is to be strong enough to secure this, he went on, it will be necessary for the working classes of the allied countries to be united in their war aims. He hoped much from the inter-allied conference—from the workers of England and the United States, along the principles which had been first laid down by Kerensky.

His reading of the proceedings at Blackpool, at Bordeau, as Stockbolm, assured him that there would be no great difficulty in the attainment of that unity. He expressed thanks that the working classes of the allied countries had recognized the right of an independent and compensated Belgium. It would be his duty to make certain reservations on the war aims of the British Labour Parry. He himself had been for the international control of the African colonies. But neverthesunder a capitalistic regime, he felt that there was danger that this might result only in the dispossession of the small countries.

It was not enough for the workers of the allied nations to be in agreement on formulas. They must be unanimous in making their program triumph by all possible means, and this was the great task which would be imposed upon the proletariat of democratic nations in the near future. The moment approached when in mutual agreement they must make a solemn appeal to the proletaniat at the other side of the trenches, asking them if they are on the side of social democracy against their masters or with their masters against social democracy.

The future of the International depended upon the answer of the German proletariat and on them rested the possibility of common action against the autocracies of the mailed fist. Liebknecht had stood for these principles. The Belgian people had stood for them—and would remain so unflinchingly. With the aid of the social democracy of Germany, or without their aid, they were resolved to fight to the end for the people's rights.

#### The French Majority

THERE followed the representatives of the two wings of the Socialist Party in France—the majority represented by its leader, Renaudel, follower of Jaurès. Tall, heavy-set, small-eared, with a roll of flesh at the back of his neck and heavy-pouched in front, he looked a French edition of Boise Penrose. He used his arms freely, pounded the table, spoke with a rising inflection, every phrase of which was an appeal, every point swelling into a torrent of words. What he said had also to be translated by Sidney Webb.

As he had listened to the Russian delegate, he said, he at first could not help feeling a certain divergence of thought between them. The workers of all countries saw on all hands

ruin and mourning accumulating, but knew they could not get out of their troubles by good will alone. It was their will to establish the rights of the people, the government of the people by themselves. They were still facing the dilemma of how. After an entire month the Russian delegation had been unable to get a single word out of the German negotiators at Brest in favor of the principles laid down by the Russians. The German armies had put their hands on Lithuania, Courland. The Russians said they wanted to have the whole people of these provinces consulted. The Germans said no. And so long as they said no, the war must go on. Like Vandervelde, he could see no other way out-the German and Austrian people must do their duty and throw off militarism. The Russian revolution laid down principles which afford a way out, but they must be given effect. General rights must be established on a proper basis through a league of nations and through disarmament. The various governments had come to support the principles that President Wilson had set forth. Thus the ideas had gone throughout the governments and peoples of the world. But upon the working classes of the world rested the responsibility to see to it that these principles were given effect. He did not want to speak of the ugly claim of the French imperialists for the left bank of the Rhine; the French Socialists had stood against it. But the same principle applied to Alsace-Lorraine. The question of the provinces taken from France could not be settled by force: it was not merely a rerritorial question, but a question of the reassertion of general rights. He contended that the people of Alsace-Lorraine should give their view and that disannexation must precede a plebiscite.

Differences there were, he went on, but those differences could well be adjusted if submitted to the judgment of the world. Germany must submit disputed question to that judgment. There and there only could true internationalism be grounded, on the lines of general rights and self-determination of the people's concern. This principle must not be a vase which can be shattered; it must be a living thing and the working classes must make it so. When the French Socialists were prevented by their government from going to Stockholm—if their government had not been blind!—that is the message they would have given.

#### The French Minority

Renaudel's address was broken fairly at the outset by a burst of cheers. It had nothing to do with what he said, but to the appearance on the platform of a well-recognized and popular figure—the belated representative of the French minority—Longuet—grandson of Karl Marx, born in London and educated there, who has spent his life in France. He is tall, spare, a bit stooped, with a long black coat and a mass of wavy black hair more suggestive of the artist or the musician than any of the men who had preceded him. He spoke in fluent English and his instant ability to get into close contacts with his listeners, their evident friendship of long standing, made altogether clear what the English workers were searching for when they passed resolutions the following day for some simple international tongue!

"This has been a year of great events," he said, "and the greatest of these has been the Russian revolution. It has been a year of trial, but a year which has given to the working class energy.

We are told that the Stockholm meeting failed. Yet when the governments prevented the meeting from taking place, how could they say it failed? The greatest testimony of its success is the activity of the working-class movement in all the countries. All the Socialist Parties are unanimous in their demand for a just and democratic peace. All agree on the big principles which the Russian revolution has put forth. All are against conquers; all against plundering; all against killing of millions for it. The effect of their stand has been shown in the recent statements of statement who are now speaking the same words that Socialists were denouted for now speaking the same words that Socialists were denouted for one of the statement of the statemen

#### Elements in the British Majority

THE session was closed by Ramsay MacDonald, who was greeted by cheers which were not to be compared with any which had gone before. Men rose in their seats to give them. Slender, square-chinned, with a heavy black moustache, with tinges of gray in his shock of hair—his was the instant appeal of the born orator. He was glad that the first note of the conference had been a not of fratternity and internationalism. He welcomed the representative of the cooperative movement and welcomed the representative of the self-government movement in India who had spoken; welcomed the spokesman for Russia still in the turmoil of revolution; welcomed the old comrades from Beleium and France. Of Vandervelde he said.

We assure him that however we may differ in some things, there is no difference between him and us regarding national self-determination; no difference between him and us that Belgium must be free and independent. If we made peace today without that, peace would be false, and in two or three years militarism would raise its head more devillab than ever before.

To the French delegates he said that if democracy is to do its work, democracy must defend the right of freedom of choice. He was glad to have heard the spokesmen for both groups because the English wanted to hear both sides and understand the French democracy and march with them. "We all want peace," he went on. "We want no patched-up peace; we want no truce. We have never had anything else. We want peace. If we had two or three more of our international comrades here, what is there to hinder us from going to our hotels tonight and beginning negotiations? Just as we have valued the expressions from France, how much more would it mean if we had expressions from the other belligerents? I daresay we would know what our disagreements then are. That would be the first step. Then we could discuss them. That would be the next step. By the end of the month, who can say we should not have reached an understanding that would mean the saving of thousands of our best blood?" Then it was that he gave as a peroration the paragraphs that were quoted at the outset of this article.

That first evening meeting was significant in bringing into play some of the men who counted for most in the succeeding London conference, held after I left England, and who will figure largely in any international gathering. To round out the showing, quotation can be made from two further speeches at the Nottingham conference, the first the presidential address by W. Frank Purdy, who represents the Ship-constructors' and Shipwinghts' Association. In the course of it he said:

Do the peace negotiations between Russia and the central empires show that Germany is willing to agree to the formula of "no annexations and no indemnities?" The military party in Germany have again assumed the ascendancy. Why? Look at the war map of Europe, and that will supply the reason. The Germans hold more territory, and that will supply the reason.

tory of the allies in 1917 than they did in 1915. While Germany still escupies these territories, a peace by negosiation would be interpreted by her as a victory for herself and her allies and would fasten militarism more strongly on the people of Germany and more strongly on the people of Germany and more strongly on the people of the British empire and the whole world. It might would take the contract of the contractive process of the contractive process of the world take they are contracted to the contractive process of the third that they accept the principles which our government and the President of the United States have now published to the world, then we must fight on. No other course is left open to us, if we value our honor as a nation and our pledged word to Relgium, the upreme assertifier, and to those who have been disabled in the war, to carry on until a clean peace is secured which will enable the peoples of the world to live in security.

#### The Long Swing of the Pendulum

The tank which was touring the English provincial towns in the interest of war bonds, was in Nottingham the week of the conference, and President Purdy was a speaker at one of the noonday meetings. He has presided with address at many of the important labor conferences of the last year in England at which war aims have been formulated and discussed, and stands at one end of the new working majority, the Independent Labour Party group at the other. So far has the pendulum swung in the last year that the 1. L. P. resolution on the war, which would have been worded down a year ago at Manchester, had sufficient votes to carry it at Notting-ham. It was shelved for the sake of unity with the Labour Congress which had already passed the joint resolution printed in last week's Survey; but as evidence of the trend of feeling of the rank and file today, it is of significance. It read:

That in the opinion of this conference the war marks the break-down of the old method of diplomacy which settled the international relations of the peoples without consolting, or even informing them; it declares that in the past the failure has not been with soldiers, but with statesmen, who have used victories to impose terms of peace which left suspicion, has and resemment behind, which were followed by military alliances and armanents, and which with the marks and imperaishint appetites; it therefore calls upon the government, if the sacrifices of the war have not been in vain, to provide or the direct representation of the organized democracy in every conference which discusses the conditions of peace, to reject war aims which give the war the character of an imperialist venture, and to ase its influence and authority in every possible way to remove the causes of war; to this end, the conference declares that no abstacle abould be put in the way of responsible representative authority in every more conference declares that no abstacle abould be put in the way of responsible representative authority in every more conference declares that no abstacle abould be put in the way of responsible representative authority in every more conference declares that no abstacle abould be put in the way of responsible representative authority in every more constitutions of the conference declares that no abstacle abould be put in the way of responsible representative authority in every more constitutions.

It is Arthur Henderson who serves as the link holding together the various elements in the new working majority. The swing to the left would have gone on without him. As a member of the War Council, he was losing his grip on the labor movement; his dismissal by the government reinstated him; and he had the adroitness to make the most of it tactically, the keenness to sense the tide, and the statesmanship to help turn the unrest and mass movement of the rank and file into a constructive program.

My first impression of him was unfavorable. This was at the Labour Party Headquarters at I Victoria street, before the conference, when he responded to an inquiry with a bit of a formal stump speech, such as he must have given a hundred times. But on the platform of the Nottingham meeting lie won my entire respect. He represents the Iron-founders' Society, as a trade unionist; has long been a member of Parliament. He is in the fifties and, with his long Prince Albert coat, his neatly slicked hair, the worn but firm marking of his face, he has not a few of the marks of the manual worker who has forged to the front either in business, public office or labor

leadership. He is a rare handler of men, with an old parliamentarian's trick of declaring in vehement speech some conservative course. He came out of every tilt on the floor of the convention on top, including one with no less formidable an opponent than John Hodge of the Iron, Steel and Kindred Trades Association, in which the latter publicly apologized. An English social worker described him as a development over any labor leader in the past—in the fact that he has the sagacity to surround himself with a group of men of parts upon whom he draws for ideas and counsel. Henderson's own contributions to the hard-thinking and clear utterance that is going forward is by no means the least of the group. Three quotations from him may well complete this presentment of the way purposes of the labor movement.

The first was at Nottingham. Here he spoke in support of the joint resolutions and the program of action set forth in them. The gist of his remarks as quoted in the English press follow:

The war has been unnecessarily prolonged because of a refusal during the last six or eight months to state the war aims of the allied course of the six or eight months to state the war aims of the allied course of the six of the si

Finally, the resolution called for facilities for attending an international conference provided that the allied labor parties reached a general agreement. If they wanted a people's peace they must be there to see that it was attained. If a conference of the government were opened tomorrow it would be a mistake if the worker's movement could not open their conference concurrently. But in order to concurrently, the property of the conference concurrently. But in order to concurrently the conference concurrently. But it was a concurrent to the conference concurrently. But in order to concurrently the conference concurrently. But in order to concurrently. But it was a concurrent to concurrently and the concurrent to concu

#### Organizing the Unrest

THE second was his statement in early February, urging the government to meet the Amalgamated Society of Engineers for conference on the application of the man-power bill, and strongly urging the workers not to lay down tools in what he regarded as a mistaken effort to force the government to beein negotiations. Here he said:

We are all weary of war. Immediate peace is the greatest need of the world. But peace cannot be achieved by one section of labor acting by itself. Peace will come when the working-class movement as a whole has discovered by conference the conditions of an honormal and the section of the working-class movement of the minimization of the working class working of the unimaginable sacrificer. The temper of the workings is most dangerous. The unvirieding

The temper of the workmen is most dangerous. The unyielding artitude of the government is bringing the country to the verge of industrial revolution, and unless a more just and reasonable artitude is adopted I am seriously apprehensive that an irreparable break between an important section of industrial labor and the government will result.

In the past, labor has responded with real patriotism, fully and freely. Is it too much to appeal to the patriotism of the government? I strongly urge the government to display a more reasonable spirit.

Hasty measures of the kind contemplated may not only embarras those of us who are trying to promote a moral and political effensive on the part of the working classes and destroy their unity. They also may give to the reactionary forces further opportunities to divide and weaken our efforts. Democratic diplomacy has begun. Pesce must be made on these terms and on no other. That is our policy. It will be presented as a moral ultimatum to the governments from an organized democracy in all the belligerent governments. I appeal in all earnestmens to the workers not to wreck the great triumph of the international working-class movement in the

field of diplomacy by a precipitate action which can only end in discrediting and defeating the democratic cause.

Following the inter-allied conference in London at which the British war aims, modified at various points as result of discussion, were subscribed to by French, Italian, Belgian, Portuguese, Rumanian and South African delegates, and at which, this agreement arrived at, plans were laid for furthering an international conference, Henderson is quoted in the cables as summing up the principles and program thus:

Our proposals, in abort, stand for the establishment of a league of antions on a firm basis, provided that all the peoples of all the countries associated with such a league insist upon international cooperation for disarrament and for the prevention of future warfare. By adopting these views the conference has declared for the absolute freedom and integrity of Belgium, Serbia, Rumania, and are concerned, be based mainly on justice and right, thus making for the permanency of a world peeds.

Those are our aims, and, I may say, our irreducible minimum, and as soon as they are secured we desire to enter into the fullest international intercourse with all the nations of the world.

We repudiate any and every attempt to institute an economic boycott, or bring about the economic isolation of Germany. We aim at securing a peace of the peoples, but the peoples themselves must be the guarantors. On these conditions not only are we prepared to earry on the war, but to see to it that we shall secure a just peace.

We are convinced this world conflict can only be ended in one of three ways—the absolute predominance of all militarism, the exhaustion of all the combutants, or by conciliation. We believe that sooner or later the last of these methods must be resorted to led the beliggerens. We are willing to negotiate with the enemy, but over with an olive branch in our hands while he clutches a sword in both of his. No, we look into the future and regard the problem with all the arcinouses and the importance it demands. Both sides must be prepared to accept a solution which will have for its main object the destruction of militarism.

Following this meeting, the French delegate, Albert Thomas, former minister of munitions, and within the possibilities, next premier of France, said:

The war aims as outlined are the absolute minimum which we will accept, and if anybody tries to foist on us a peace not embodying these terms it will mean a revolution which will not halt until justice has been secured, even if that takes fifteen years.

Vandervelde, Belgian minister of intendence, is quoted as saying—and his remark brings us to the relation of American labor to the common movement:

It is absolutely essential to have the Americans with us in our effort to enablish a basis for a democratic pears. The day when American labor will join us is surely not far distant. The United States may have been late in entering the war, but I cannot believe that the American working classes will be late in joining us in shouldering labor's share of the war's responsibility.

#### American Labor Out of It

MR. GOMPERS has stated that the American Federation of Labor did not receive an invitation to the inter-allied conference in London until February 11, ten days before it was held. Yet at Nottingham, in January, it was freely circulated that the American federation had declined to participate. Mr. Gompers called in the name of the executive council that they would not take part in an international meeting, and in his Washington's Birthday address is quoted as asying:

Shall we mee in council with these men [German labor], gaining from un our confidence, swerving us from the path of duty, trying, to influence us that the government of these democracies are, after all, only capitalistic? I have said, and I say in the name of the American labor movement: "You can't talk peace with us now. Either you smash your autoreacy, or, by the gods, we will usnow it for you. Before you talk peace terms, get back from France, get back from Belgium, into Germany, and then we will talk peace.

This sort of talk leaves the British labor leaders cold. They

believe they are at work on a procedure which will do more than swashbuckling to achieve the end Mr. Gompers desires. They understand the American feeling, as they went through it what seems to them ages ago. They are scarcely of a temper to wait another three years while American labor goes through a similar tuition. Their own experience with the grapples of government control in war-time gives them a notion of the Prussian hold upon the German workers. English labor is freer-and proposes to use its fuller measure of freedom so that the less free can act in turn. You hear little of atrocities among them. That motive, fanned too hard earlier in the war, has burned itself out. They think the common men the British are fighting against are much like themselves, caught in the grip of war, neither fiends nor made of other clay. So long as the German workers are held by powers greater than themselves to an assault upon democracy and are thrown at the western workers, so long will these shoot and he shot.

The British is the antithesis of the Russian method of bringing about a change. They do not propose to down tools or down arms at home as the method of bringing the German workers around. But how, they ask, are you to counter the German imperialists at home if allied labor does not make clear, by forcing a united unimperialist statement of war aims from the allies, that the German working classes will not be opening the way to the destruction of Germany if they revolt, or threaten to do so; how if allied labor does not make clear that it can and will hold its governments to this course; how if it does not get these things across to the German Socialist in conference? That is the way they see it.

#### The Unrecognized Delegates to America

THERE is at present in America, sent over by the British government, a labor delegation which is out of touch with the whole movement described. I was told that it was selected without reference to or consultation with the chief recognized national organizations of British labor. The British labor unions are organized industrially in the British Labour Congress with 2,500,000 members. They are organized politically in the Labour Party with 2,500,000 members. Together, these two organizations include about 4,000,000 members, and they are working shoulder to shoulder in the matter of war aims.

There is a third organization known as the General Federation of Trade Unions, which originally grew out of a strike insurance fund, and now numbers 800,000 members. The textile workers and the mine workers, for example, two of the strongest national unions, do not belong to it, and the labor men I talked with said it had no right to speak for organized labor as a whole in England. Somehow or other-possibly because of the similarity of names-the American Federation of Labor has recognized this third body as the trade union authority in England. Yet in 1917 the Parliamentary Committee of the Trade Union Congress and the executive of the Labour Party broke up a joint committee representing those two organizations together with the general federation and reformed it, excluding the federation. Its president, W. A. Appleton, is one of the government delegation now in this country.

Another delegate is identified with the British Workers' League. This is run by Victor Fisher, who was a member of the old Social Democratic Party. The league has not only attacked the Labour Party, but has announced that it would nominate candidates for Parliament in opposition in some constituencies. When this matter was brought to the attention of three well-known labor leaders who had lent their names to the league, they resigned, and at the Nottingham convention a resolution was unanimously adopted calling on all members of the Labour Party to get out of the league or get out of the party. They could not serve both. Robert Smillie, president of the Miners' Federation of Great Britain and chairman of the Tirple Alliance, the greatest labor formation in England along union lines, called the British Worker' League on the floor of the convention at Nottingham a "black-leg organization".

Meanwhile, the inter-allied conference in London, itself, de-

termined to send over to the United States a joint delegation composed of British, French, Belgian and Italian delegates. It remains to be seen whether organized labor in America will meet them half way.

The British leaders believe that they are in close step with President Wilson in their war aims. At a time when the American President is thus taking the lead in a freer and more democratic statesmanship, is the American labor movement, they ask, to hang behind those of England and the allied countries?

# Government Policies Involving the Schools in War Time

What role our schools, school children and teachers shall play in war has been the deep concern of all who have thought about the underlying effects of war upon the social system. The document here printed in full gives the answer of those who are most concerned with winning the war. It is signed by the secretary of war, the secretary of the naw, the secretary of the interior, and has been approved in its main principles by the secretaries of labor and agriculture. The document was read by Commissioner Claston to the National Council of Education at Atlantic City last week and the seven hundred leading educators there present expressed unanimous approval. The printing of copies for wide distribution is only awaiting final approval of details by the secretaries of labor and agriculture. Throughout the country the cry has gone up for war service by high school boys and girls. In presenting this statement at dilattic City, Commissioner Claston mentioned, as an example of the futile thing that this cry has led to, the testabilishing of boys' avaition corps in high schools. It is hoped that the statement will clear the air, not only in regard to what our schools ought not to do, but also in regard to what they may legitimately do to further our war purposes.

#### The Schools

CHOOL officials in all parts of the country are asking the commissioner of education and others for advice as to what the schools should do to render the utmost service of which they are capable during the war emergency. They desire to know specifically whether they can be most helpful by shortening the daily or weekly or annual school session, by closing down entirely, by continuing as in the past, or by increasing school activities in various ways.

With admirable loyalty and patriotism, the schools stand ready and eager to do their full duty, whatever that may be. The greatest need at the present time is for some authoritative statement which shall make the path of duty and service plain.

It may be noted that in 1915-16, the latest year for which figures are available, there were in public and private high schools in the United States 733,856 boys and 877,340 girls; total, 1,611,196. (Report, Comm. of Ed., 1917, Vol. II, Table 1, p. 513; Table 15, p. 527.) Of the 733,000 boys, it has been estimated that approximately 500,000 were 16 years of age and over.

#### The Administration

The entire spirit of the administration in Washington is, and has been from the beginning, that the war should in no way be used as an excuse for giving the children of the country any less education, in quantity or quality, than they otherwise would have had, but, on the contrary, that the schools should do everything possible to increase their efficiency, to the end that the children now in the schools may at the conclusion of their course be even better qualified than ever before to take up the duties and responsibilities of life. Both the present demands of the war emergency and the prospective demands

of the necessary readjustments inevitably to follow emphasize the need of providing in full measure for the education of all the people.

The President has repeatedly called the attention of the nation to the urgent necessity of this special form of conservation. He has particularly urged young people graduating from the high schools to avail themselves of the opportunities offered by the colleges and technical schools, "to the end that the country may not lack an adequate supply of trained men and women," and he assures young people who are not called to active military service that "by pursuing their courses (in school) with earnestness and diligence they also are preparing themselves for valuable service to the nation." (July 20, 1917, letter to Secretary Lanc.)

Later the President again expressed his "very urgent concern that none of the educational processes of the country should be interrupted any more than is absolutely unavoidable during the war." (January 18, 1918, letter to the Department of Superintendence, National Education Association.)

#### Conference

In response to the conviction that the time had come for formulation of a definite statement which might have the weight of a government announcement of policy with reference to the schools in war time. Secretary Lane early in February took the initiative in calling a conference of representatives of the several departments at Washington most directly concerned, for the purpose of considering the matter. These included the War Department, the Navy Department. The Department of Agriculture, the Department of Labor, the United States Civil Service Commission, and the Department of the Interior through the Bureau of Education.

As the result of several conferences the following statement

has been prepared and formally adopted as expressing the attitude of these departments. As such it is commended to the school officers and teachers of the country for their careful consideration.

This statement includes a brief outline of the most pressing needs as seen by each department concerned, followed by a summary of conclusions and recommendations.

#### The Need in Agriculture

Before the opening of the war there were in the United States about 6,000,000 farmers, and about an equal number of farm laborers. In all parts of the country there exists at the present time a serious shortage in farm labor. In some places even the farmers themselves are deserting the farms for the high wages offered in nearby cities.

Aside from casual work, chores and the like, which might be done outside of school hours, the labor of boys under 14 years of age is not a vital factor on the farm. City boys, without farm experience, are not generally useful under 16 years of age. In some lines of farm work unskilled boys can be used in part, under skilled direction. In some lines of work a bright, strong boy can step in, without previous experience, and be of use almost from the first day. There are, of course, some kinds of farm work that a boy without fram reperience can not be expected to do without training. In any case, intelligence, good health and good physical development are essential for useful service on the farm.

One of the urgent needs on the farms today is for capable women to help with the housework. Without such help, many farms could not take on additional farm laborers, even if they were available, because of the added labor involved in providing meals and lodging.

#### The Need in the Army and Navy

The army and navy do not want, and can not use, boys under 18 years of age, nor boys nor men of any age who are not strong and well-developed physically. So far as the army and navy are concerned, there is nothing more important that the schools can do than to keep going at full capacity, and at the same time to emphasize in every possible way their work in physical education. High school boys will render the best service of which they are capable by remaining in school until completion of the high school course.

As soon as the army is able to announce definitely its need of men possessing certain technical and trade qualifications, it will be necessary for large numbers of young men 18 years of age and over to respond by taking the training courses that may be provided to prepare them in the shortest possible time. But, in the meantime, nothing can possibly be gained by boys doing otherwise than to continue in school, laying the very best possible foundation for such subsequent training. If they are wanted, they will be called.

If the schools will carefully select boys having suitable physical development and other necessary qualifications, prepare them for the various branches of agricultural work, and send them out to service on the farms under proper auspices during the approaching vacation, they will undoubtedly be offering greater relief in the present emergency than would be possible by attempting to carry on any work immediately under the army or navy.

Vigorous physical training under discipline furnishes excellent preparation for civil or military usefulness later on. Such value as formal military drill in the high schools may have, however, is more likely to be through keeping the boys satisfied to remain in school than as a contribution to the immediate military strength of the country.

#### The Need in Civil Service

There is a strong demand for clerks, stenographers and typewriters, but the places can not be filled by boys and girls under 18 years of age. No advantage would accrue to the civil service in any way by shutting down the schools, or by curtailing school facilities.

Many civil service positions have been filled by drawing workers from commercial and industrial houses, and also by drawing teachers from the schools. All of the positions thus made vacant must be filled from some source. Therefore, schools could undoubtedly render a much needed service by organizing classes to train stenographers, typewriters, clerks and secretaries.

#### The Need in Industry

Many industries and commercial establishments could use capable boys and girls for various kinds of service, but government officials maintain that no emergency exists which justifies proposing any relaxation of the laws safeguarding the working conditions of young people.

Still more serious labor shortages in industry are anticipated, but boys and girls under 18 years of age should not be used to make up these shortages any more than can possibly be helped. It is easier to provide approved working conditions on the farm than in the mill or factory.

### SUMMARY OF CONCLUSIONS AND RECOMMENDATIONS

 Conditions in different sections of the country are so diverse that no detailed policy will be uniformly applicable.
 Only general policies and principles may be adopted for the country as a whole.

#### The Elementary Schools

2. There appears to be nothing in the present or prospective war emergency to justify curtailment in any respect of the sessions of the elementary schools, or of the education of boys and gifs under 14 years of age, and nothing which should serve as an excuse for interference with the progressive development of the school system. Teachers and pupils may be encouraged to find ways of performing in the schools some service having war value, such as activities connected with the Junior Red Cross, war garden work, Boy Scouts, war thrift work and the like. Opportunities should be found to introduce into the school activities having real educational value, which at the same time link up the public schools with eideals of service and self-sacrifice actuating our people, and bring home to the consciousness of teachers, pupils and parents the essential unity of the nation in this great crisis.

3. In the country and villages, all girls under 14 years of age, and all boys under 12, might well continue in school through the summer, wherever the condition of the school funds makes this at all possible.

4. In the cities, there would be no interference with the supply of needed labor if all children under 14 continue in school to the end of the regular session, and through the summer as well; and there would be but little interference if all children under 16 continue in school.

#### The Secondary Schools

5. One of the places in which there appears to be immediate demand for modification of the high school program is in respect to the need for agricultural labor. Much valuable service can be rendered by carefully selecting and training boys to assist in meeting this demand. It can not be too strongly urged, however, that each puil's case be considered.

individually, and no pupil should be excused from school for this purpose except with the written consent of the parents, to accept specified employment for a definite term, under responsible supervision by the school or by other approved agencies of the conditions of employment.

6. It would be helpful in cities, and especially in industrial communities, if for boys and girls over 14 years of age in or out of school there could be introduced certain definite courses looking toward a cooperative half-time plan of school attendance and employment throughout the year.

#### In General

7. In general, it is believed that wherever school boards can find the means, the present emergency is an opportune time for readjusting the schools on an all-year-round basis, with a school year of 48 weeks, divided into four quarters of 12 weeks each. The schools would then be in continuous operation, but individual teachers and pupils would have the option of taking one quarter off at prearranged periods for needed chance.

8. If it is not practicable for the schools to change at once to the all-year-round program, a much-needed service can be rendered in many localities by organizing special summer and evening classes to train young people for the civil service, and to train stenographers, typewriters, clerks and secretaries for the commercial world. In many communities will be found numbers of adult women who are free to avail themselves of special training to fit for various kinds of positions in office and clerical work, taking temporarily the places of men called to the colors or to other employment.

9. Some schools should consider the possibility of arranging a schedule for certain groups of students having a definite prospect of service, in accordance with which the summer months would be spent in school, leaving the students free to

work on the farms during planting time in the spring and again during harvest time in the fall. In still other cases, particularly in the smaller communities, time may be secured for farm work by omitting the usual spring vacation, by holding school on Saturdays, and otherwise speeding up and thus completing the term's studies some weeks in advance of the usual date for closing the school.

10. Special programs of the types suggested in the preceding paragraph should be reserved in general for individual students or specially selected groups of students who have definite plans for proper use of the time thus taken from the school. In no case can justification be found for the general shortening of the school term in the expectation that some students may find places of useful service.

11. In response to definite requests from government agencies, schools should be used from time to time for specific preparation of individuals for immediate service.

12. Boys and girls should be urged, as a patriotic duty, to remain in school to the completion of the high school course, and in increasing numbers to enter upon college and university courses, especially in technical and scientific lines, and normal school courses, to meet the great need for trained men and women.

#### APPROVED:

For the War Department, NEWTON D. BAKER, Secretary. For the Navy Department,

JOSEPHUS DANIELS, Secretary.

For the U. S. Civil Service Commission,
JOHN A. MCILHENNY, Chairman.

For the Department of the Interior.

Franklin K. Lang, Secretary.
P. P. Clanton, Commissioner of Education.

# The War and Women Workers

### By Florence Kelley

GENERAL SECRETARY THE NATIONAL CONSUMERS' LEAGUE

AMILY life is suffering from the war in diverse ways. Current vital statistics, where they are accessed and relatively trustworthy, are beginning to show sharp declines in marriages and births. Philanthropic appeals for more day nurseries suggest that mothers are leaving babies to strangers in order to meet the high cost of living by earning wages, and this in states which have instituted mothers' pensions in the hope of enabling mothers of little children to stay at home with them. While some states limit these pensions to widows whose husbands were citizens and had lived two years in the state, the baby farms and the day nurseries indicate that other mothers, besides the widows incligible for pensions, are leaving home to seek wages.

Girls who in happier years might have married now flock into new occupations. The latest innovation is sending girls who speak French and understand switchboard work to France in the service of the aviation corps. Very strangely no specification as to age is mentioned among the requirements for this service, though no nurse can get a passport for foreign service below the age of 24 years. Yet nurses who go have all had years of the strenuous discipline of hospital training schools. As preparation for American family life, switchboard service in France must certainly be viewed with misgiving.

Every day's fresh supply of newspaper clippings records

some new experiment of women and girls in occupations hitherto untried by them, and therefore devoid of standards such as have been slowly and laboriously built up in industries which women and girls long since made their own.

For nearly fifteen years past, sporadic attempts have been made by telegraph and messenger companies to substitute girls for boys. But until now public opinion has effectively discouraged these attempts. This year under the plea of labor shortage the attempts are widespread and brazen. Young girls in the characteristic caps of the messenger service are now seen regularly in the streets and office buildings of many cities.

This service is notoriously dangerous, and its attendant cvils have been branded by the legislatures of several states which have prohibited the employment in it of boys under 21 years of age between ten at night and five in the morning, and of all boys after 7 P. M. who are under 16 years of age. If women are to enter this service which is, in the nature of things, incapable of assuring the employes any personal supervision in the performance of their task, society must in sheer self defense prohibit work at night, at every age, and limit work by day to adults.

Women and girls have for several years been running passenger elevators in a few somewhat sheltered places such as

### Bills Pending in New York Affecting the Labor of Women and Children

#### I. To be Approved:

WAGNER BILL-Senate Intro. No. 93.

Creating a state minimum suege commission of three members appointed by the governor, with the consent of the senate, for three-year terms together with the Chairman of the State Industrial Commission nay of its own motion or upon petition investigate wages of women and minors in any occupation. If after investigation, it believes the wages to be below a living wage it may establish a wage board to consist of an equal another of representatives of employees and employers and one or more disinterested persons appointed by the story of the commission shall determine the living wage for such occupation.

#### II. To be Opposed:

#### 1. BROWN BILL-Senate Intro. No. 115.

Gives the Industrial Commission power to suspend in its discretion any or all provisions of the Labor Law relating to men, women and children. Bill in substantially the same form was passed by the last Legislature and was vetoed by Governor Whitman.

#### KLINGMAN BILL—Assembly Intro. No. 623.

Suspends all provisions in relation to the employment of children under the age of fourteen years or the hours of labor thereof in factories, mercantic establishments, street trades or any other employment coatained in the Labor Law, the Public Health Law, and the Education Law during the war and for six months thereafter.

#### III. Bills about to be introduced which should be Endorsed in Principle:

#### 1. PUBLIC MESSENGER SERVICE.

Employment of girls under 21 years prohibited. Women over 21 years to be employed or permitted to work not more than 6 days or 54 hours a week nor more than 9 hours a day, nor after 10 P. M. or before 6 A. M. of any day.

#### 2. STREET CAR SERVICE.

Employment of girls under 21 years prohibited. Women over 21 years to be employed or permitted to work not more than 6 days a week nor more than 10 hours a day, nor after 10 P. M. nor before 6 A. M. of any day. The hours of work must be consecutive except for the hour for meals.

#### 3. ELEVATOR SERVICE.

Employment of girls under 21 years prohibited.
Women over 21 years to be employed or permitted
to work not more than 6 days a week, nor 10 hours
a day, nor after 10 P. M. or before 6 A. M. of any day.
4. TENEMENT HOUSE MANUFACTURING.

Bill proposes to extend the present list of prohibited articles for tenement manufacturing, which now includes food, dolls or dolls' clothing and children's wearing apparel, by adding "toys" and "wearing apparel," and at the same time striking out the word "children's." The effect of this change would elimi-

nate finishing of all kinds of clothing in tenements.

5. SCHOOL ATTENDANCE OF MENTALLY AND PHYSICALLY SUBNORMAL CHILDREN.

Bill proposes to clarify existing law in order that such children may be required to attend upon special types of schooling so far as they are able.

#### 6. NEWSBOYS AND BOOTBLACKS.

Bill proposes to extend the present newsboy law to include boys working on the streets as bootblacks; to extend the license and badging plan to 16 years (instead of 12 to 14) and to provide for 8 P. M. closing hour for all such work.

#### REPEAL THE SUSPENSION OF COMPUL-SORY SCHOOL ATTENDANCE LAW FOR FARM WORK.

The bill proposes to repeal the Brown Farm Work Law of last year which gives power to the State Commissioner of Education to suspend the school attendance requirements for all children between April 1st and November 1st of each year during the period of the war.

women's lunch rooms, sanatoria and hospitals. This year they are at work in this capacity in considerable numbers in apartment houses. Where there is no responsible doorman, an elevator girl is exposed to frequent insult and occasional danger from men who are free to enter at all hours of the night. A recent careful inquiry revealed the fact that fear is a common accompaniment of this work. By running their cars up and stopping between two floors where they are inaccessible, girls can in the hours after midnight get some sleep on the floor of the car. In some apartment houses they rest on cots back of the elevators. But there they are altogether without protection from any passerby on the street who may enter. For sanitary arrangements the elevator girls are dependent upon the quarters of the janitor's family which are locked at night, or upon some public provision accessible to all tradesmen entering the premises.

The characteristic disadvantages of this occupation are exposure to insult and attack, the unregulated hours, which in many places are fourteen in twenty-four, and the wages which vary from place to place and were found to be generally low in relation to the long hours. As in the messenger service, there are no trade unions and there are no standards. In the interest both of the public and of the operators, no person below the age of 21 years should be permitted to run an elevator. For the public health and morals, adult women thus employed should have one day's rest in seven, no work between 10 P. M. and 7 A. M., and a maximum workday of tern hours.

Far more conspicuous than the work of women in all the occupations mentioned is their presence as conductors on surface cars and subway trains. Here it has already given rise to strikes, one of which they ingeniously brought to a sudden end by joining the union in a body. In New York city it appears that they were taken on for the purpose of forestalling a needed increase in wages for the men. The company, successful in this undertaking, proceeded to claim great credit for paying the women the same wages which they had been paying the men. In fact, however, they were not doing even this. For the men had, in view of long service, been getting varying amounts of bonus. The women as newcomers naturally received no bonus, though their hourly rate may have been the same. As they have no organization, the continuance of their alleged "equal pay" at its present rate is wholly within the decision of the corporations.

It was recently observed that on one surface railway, women conductors worked by night and men by day, and women had the "fush hour" turns and men the less trying hours of the day. Inquiry elicited the fact that employes of long standing were regularly given the choice of routes and hours while newcomers, in this case women, must take whatever was left. This seniority rule appears to be general throughout the occupation.

The life of surface railway conductors is never an enviable one. Long continued standing and strained attention to starting and stopping cars and collecting fares, especially in the "rush hours," make the work wearing for strong young men. The occasional presence of noxious passengers, commoner of course at night than by day, adds to the difficulty of the women conductors' task. For those who stand on the rear platform the weather of the past winter was unusually trying, and aggravated the permanent unpleasantness of a conductor's experience.

In all these employments women have been, in theory at least, setting men free for war work. It is, however, by no means proven that there are not abundant men (above the draft age and unfit for shipyard work) who could have filled all these posts.

Simultaneously with the nationwide "drive" to replace workmen with women and girls is a concentrated effort to destroy whatever standards exist for safeguarding the health, morals and intelligence of women, girls and children in industry.

Two extreme examples of this are the Brown and the Klingman bills pending in the New York legislature. Of the latter it has been truthfully said that "it authorizes a child to begin on the day it is hora to work twenty-four hours, and to continue to do so until it dies." The Brown bill is a hardy perennial. In 1917 it was vetoed by Governor Whitman after a continuous fire of onososition from the whole state.

#### The Most Important Bill of All

CORRESPONDINGLY vigorous and sustained effort is called for in behalf of measures to save and strengthen existing statutes and pass new ones. Most important in the whole important program is the Trammell-Keating minimum wage bill for women in the District of Columbia.

With its introduction in the Senate and House on March 1, Congress enters upon the enactment of an important war-time measure. For, while the number of working women in the District of Columbia is comparatively small, the passage of this bill will mean recognition by Congress that women in private employment, as well as men and women employed in the government service, must, in the interest of national health and efficiency, be paid a living wage.

Senator Park Trammell, formerly governor of Florida, was elected to the United States Senate in 1916 by a popular vote. He is a progressive southerner and an exponent of the new era in the South, as is shown by his close relations with labor. Representative Keating, of Colorado, made his record long since as the unflagging advocate of measures in the interest of wage-earners, especially of women and children. He it was who piloted to success in Congress the federal child labor bill now before the Supreme Court of the United States.

The Trammell-Keating minimum wage bill for women closely follows the provisions of the Oregon law, upheld as constitutional by the United States Supreme Court last April. It provides for a board of three members and subordinate boards for separate occupations which, after due inquiry into the cost of living, shall fix minimum wage rates for women

in the various trades and occupations. These boards are composed of representatives of employers, employes and the public, so as to ensure fair consideration of all problems which may arise in the fixing of rates for each branch of industry.

Twelve states have in the past six years established such minimum wage commissions and seven states have set wage rates. So well established is this minimum wage legislation in California and Washington, that rates have recently been raised by the state commissions in order to keep up with the increased cost of living.

The District of Columbia containing the capital of the nation must not lag behind the enlightened states in its labor policy and in its treatment of wage-earning grils and women, even if their number is comparatively small. Just as Congress, in 1913, gave the eight-hour day to working women of the district, to the benefit of both employers and employes, so it should now place the capital abreast of the best practice of the country in the matter of standardizing wages.

No one influence contributed so much to the passage of the eight hours bill for women as the facts presented by the federal Bureau of Labor Statistics. In support of the present bill also, the facts are at hand. A careful inquiry has been made by the same bureau into the cost of living of wage-earners in the district and the wages actually paid them. It has shown that women and girls employed in laundries, department stores, etc., are receiving wages too low to maintain a decent standard of living. Of the 600 women included in this study, 55 per cent were found to be entirely self-dependent, and more than 100 of these are themselves supporting other members of the family.

So convincing were these facts and figures provided by the Bureau of Labor Statistics that the government is now having similar inquiries made throughout the country as the basis for wage agreements for shippard workers.

The best testimony to the success of minimum wage legislation is that, where it has been longest on trial, in England and Australia, it has won the almost universal support of employers as well as of the workers. The old fears of increased cost of production and injury to national prosperity have long been disproved by experience. The minimum wage system has been found a genuine aid to sound industry.

In preparation for the District of Columbia minimum wage bill for women as well as for the earlier eight hours bill, the National Consumers' League and the Consumers' League of the District of Columbia first obtained legislation providing the necessary basis of facts. They are now jointly promoting the early passage of the Trammell-Kesting bill.

#### The State Minimum Wage Bill

SECOND in importance only to the congressional bill is the minimum wage bill introduced at Albany in successive years by Senator Robert F. Wagner, who derived both his abiding interest and the basis of facts for this measure from his service as chairman of the New York State Factory Investigating Commission in 1912-14.

In the intervening years spectacular wages paid to women in a few war industries have created a popular belief that there has been a general rise following the increased cost of living. In the old-established occupations of women and girls, however, no such soontaneous rise is observable.

Besides cooperating with the Consumers' League of New York City in behalf of this constructive measure, the national league is enlisting everywhere the cooperation of the appropriate organizations, and is calling for demonstrations to convince legislators of the need of meeting the present crisis by immediate legislative action. In its effort to put this program into practice in this difficult year, the Consumers' League is animated by these words spoken by its president, Newton D. Baker, secretary of war, at its annual banquet in Baltimore on November 14. 1917:

You have an opportunity to be explicit in teaching and impressing the lesson that we cannot afford when we are losing boys in France to lose children in the United States at the same time; that we canpot afford when this nation is having a drain upon the life of its young mushood, which is not learning the crafts by which the indeastial and agricultural life of the mains in hereafter to be sutained—we cannot afford to have the life of women workers of the United State depressed. If the Consumer's League and its affiliated and kindered organizations will stand on that and preach it constantly, in season and out of season, then truly while some of the direct losses of this war are irremediable, there will nevertheless be some by-products from it which will count for social gains among us. After the watage of the war has really dense to the different which further social advance on reconstruction can proceed.

### HOME SERVICE

# The WORK of the AMERICAN RED CROSS in the UNITED STATES

By W. Frank Persons

DIRECTOR GENERAL CIVILIAN RELIEF

THE RED CROSS HOME SERVICE INSTITUTE

HE barrier by which the German war machine was stopped in its wild career towards. Paris, was not alone the Battle of the Marne. It was even more truly the Belgian and French people's defense of their honor and their homes. Germany learned with rage and bitterness that one Belgian soldier defending his wife, his children and his fireside was more than a match for his merciless foes. It was not only the guns that backed up the allied trenches. Brave wives and hopeful families were present in spirit, as the first line of reserves. On every front, in fact, the war has grown into a titanic battle for the home. It will be won by the side whose homes are strongest, strongest in fact

and strongest in living ideals.

In our own case, the morale of our men in France will depend in a vital way on the welfare of those they leave behind them. They will soldier the better, the surer they are that everything is well at home. To be effective, the assurance of this welfare must be continuous both to the soldier and his family, and of its continuance they must have a definite guarantee. Nothing short of a national organization, enjoying short of a national organization, enjoying short of a national service in terms of neighborliness rather than of money, a service given quietly, generously, with sympathy, tact and comprehension, can supply this need now and when the war is over. This responsibility the Department of Civilian Relief of the American Red Cross has undertaken and it has given to the work the name Home Service.

The Red Cross has undertaken this work on a national scale at a time when the call from abroad for trained workers is insistent, and the need for trained workers at home is acute. That they must be trained workers is only too obvious. If the war has taught anything, it has taught the power of preparedness. Unskillful hands mean bungling, and bungling means loss of human lives or at the very least a sickening waste of material and resources. Home Service is directed primarily toward conserving the human resources of the nation in body and in soul. There must be no waste, no loss of these resources. It seems needless, therefore, to argue the necessity of special training for this service.

The pressing problem, consequently, is how to supply trained workers. These trained workers existed in limited numbers before the war. They existed in smaller numbers before our entrance, because by that time some of them had already gone abroad. Today we must secure a larger number than hitherto existed altogether, and secure them in the shortest possible time. To meet this urgent need for workers at home without at the same time drawing them from fields where they are vitally necessary, the Department of Civilian Relief decided in the summer of 1917 to establish, at strategic centers of the country. Home Service Institutes wherein additional workers could be trained, both for paid and for volunteer service. Unless this had been done, the Red Cross would have been at the embarrassing necessity of calling workers from their appointed tasks wherever they could be found. Such action would have been foreign to the spirit of the Department of Civilian Relief-a spirit of hearty cooperation with existing societies-and would have had the undesirable result of weakening the working forces of agencies, whose continued effectiveness is vital to the welfare of the country.

To organize the first institutes, the director-general of Civilian Relief appointed, as national directors of Home Service Institutes, Dr. Thomas J. Riley of the Brooklyn Bureau of Charities, and Porter R. Lee of the New York School of Philanthropy. Mr. Lee wrote the Syllabus of Instruction for Home Service Institutes which was published in September, 1917, as A. R. C. 205. Dr. Riley has been charged with the organization of the institutes. A conference of those appointed as directors of Home Service Institutes was held early in September, 1917, at which the Syllabus of Instruction was arrefully considered and the whole program of training discussed and unanimously adopted. The fine spirit of that conference at once assured the success of the enterprise.

Twenty-five institutes have been organized in towns and cities representing every section of the country. Wherever possible, they have been affiliated with a university, college, or training school for social work. They are open to executives and members of Home Service Sections of Red Cross Chapters, and to other qualified volunteers.

The first stipulation for an institute, indeed, is that there be adequate facilities for instruction and field work, and that the maximum membership be limited to twenty-five. In cities of the middle size, about fifteen students will be all the institute can accommodate satisfactorily. The general rule for membership is that it ought never be larger than the available facilities, and it should be limited to such a number as will permit adequate personal attention in classroom discussion and in the field work.

Secondly, the courses of the institutes require the full time of those who attend, for a period of six weeks. The programs of all the institutes are practically the same, such modifications as are made being for local reasons and affecting the form rather than the substance. The program is prescribed by the Red Cross and given under its auspices. The course includes four hours of lectures and discussion each week, with required readings, to which not a few local directors add Round Table conferences informally once a week. The remainder of the time—about twenty-five hours each week—is spent in supervised, practical field work in the Home Service of the Chapter in whose city the institute is held. Local societies that do case work gladly contribute opportunities for field work and help to supervise it, and the local Home Services Section supplies other opportunities for experience.

The program of lectures for the institute, as set forth in the syllabus, is designed to cover all the aspects of Home Service in a general way so that the theory may be well developed. The field work supplies the practical application, while the classroom discussions dispose of personal and individual problems, and serve to bring all the class to the same intelligent understanding of Home Service. Sixteen topics are embraced in the program, which is flexible and may be re-arranged at the discretion of the director of the institute. Specialists on some topics are frequently invited to lecture upon them. The director is of course personally responsible for the success of the institute.

The sixteen topics included in the syllabus occupy twentyfour lecture sessions. Five of these topics are especially emphasized, viz., The Fundamental Methods of Home Service, approximately five hours; and Health, Home Economics, The War and the Employment of Women and Children, and Re-Education and Readjustment of the Disabled, approximately two hours each. Notable among the other subjects are: Community Resources for Home Service, The Use of Other Agencies in Home Service, and The American Red Cross. Money Relief, as only one of sixteen topics, indicates by proportion that the main emphasis is on service as contrasted to pecuniary relief.

As an example of the development of a topic, this extract from the lecture on The Field of Home Service may prove interesting:

#### Part V .- The Task of Home Service

#### (A) THE HEART OF THE PROBLEM:

- Our obligation to the families of soldiers and sailors.
   Why the discharge of this obligation is called
- Home Service.

  3. Separation allowances do not discharge the
- Separation allowances do not discharge the obligation.
- These families are entitled to the fullest measure of helpfulness which our intelligence, sympathy and resources can afford.
- (B) Preparation for the task; Why training is necessary:
  - Importance of working systematically and under organization.
  - There are effective and ineffective ways of helping people.

- 3. How to serve without injuring sensibilities.
- 4. Service which is not interference or intrusion.
- (c) LOYALTY OF THE WORKER TO THE RED CROSS:
  - 1. Magnitude of the task of the Red Cross.
  - 2. Its dependence upon volunteers.

As may readily be observed from this example, the whole program is aimed at giving to the members of the institute, who have volunteered for the course or who have come as delegates from their chapters, a degree of training which will reveal to them the scope of their task and the variety of their problems.

It is the ideal of the Department of Civilian Relief that no worker shall be in charge of Home Service who has not had some previous, special training for the work. The more training a Home Service worker possesses, the better. It would be hard to have too much. In order, furthermore, that this training may be effective, there must be some definite standard beyond which preparation for Home Service can always go but below which it should never fall. This standard is fixed by the requirements for the Home Service institute course itself, and for the certificate to be granted upon completing that course.

It was hard, in the beginning, to bring home to some of the thousands of local chapters a realization of the universal need of Home Service and the equally wide need of thorough training. Local interests are sometimes obstacles to that national vision which the war has given to our country. Thus, the chairman of a certain chapter said to the director of the nearby institute, "Aren't you asking a great deal to expect anyone to come from here to a town in another state and stay for six weeks?" The institute director replied quietly: "We are asking young men to go to France to die." students went from that town to the institute and completed the course with credit. Twenty-five students, the full membership, graduated from that institute in its first session. Twelve are now giving full time volunteer service. Three are giving four full days, and six are giving three full days each week, as volunteers. Four are going into paid work. Sixteen of the twenty-five are now executive secretaries of Home Service sections. This is only typical of the first institutes.

Three hundred and sixty-five students from one hundred and ninety-five different towns attended the first sessions of the institutes. Three hundred and seven were graduated. There are now about eight hundred Home Service workers altogether, in different parts of the country, who have received or are receiving this training at the institutes and are ready to carry on Home Service for the chapters. The second sessions of the institutes have just opened. Others will be held this summer.

An understanding of the value of the institute training is daily growing, thanks to the efficiency and fine zeal of the directors and supervisors of the field work. All the institute members who have seen the vision of Home Service and realized the imperative need of training for the work that lies shead, are enthusiasts for the movement. They know now the value of training, and realize that they have only begun to learn what they should know to attain full success. They know what it means to be equipped not only with the fundamental methods for Home Service but also with the ability to present these methods to others. In this sense the institute is really an officers' training camp graduating students to become at once a source of service and of discipline. It is, after all, upon this very knowledge and this discipline that the success and the future of Home Service vitally depend.



#### WASHINGTON, BOLSHEVIKI AND I. W. W.

AST week the United States government encouraged and approved the sending of cable messages by pacifist and radical organizations in this country to the Bolshevik government, encouraging them to resist the invasion of Russia, with its immediate danger that the revolution and all that it stands for may be overthrown by German imperialism. Messages were sent not only by the American Federation of Labor and the Alliance for Labor and Democracy, but by anarchist, socialist and pacifist bodies.

Algernon Lee, in the name of the New York City Committee of the Socialist Party, cabled as follows: "The Socialists of Greater New York view the German invasion with deep indignation as to a blow to labor and democracy in all lands. We wish you success in revolutionary resistance—to Russian as well as German imperialism. Help transmit our appeal to German and Austro-Hungarian working classes to stop this outrage. We hold that on them now rests the greatest responsibility for success or failure of the world in the efforts for popele's peace."

Leonard Abbott, of the Ferrer Association, cabled: "Ferrer Association is with you to the death. Are forming Red Guard to help defend the revolution." The People's Council of America cabled and Crystal Eastman sent the following message for the Woman's Peace Party of New York: "Please express to the Bolshevik government our firm belief in their courage, wisdom and ultimate triumph, and our horror at the brutal demands of German autocracy. Be assured that we will use all our strength toward bringing about official recognition of the Bolshevik government by our own."

Two thousand volunteers to fight for Russia are said to have offered themselves at a meeting held in New York under the auspices of the Socialists' Propaganda League, where the chief speaker was Arturo Giovannitti, who is under indictment in connection with the government prosecution of the I. W. W.

In this sudden reaction, for the time at least bringing the radical pacifist and the government into harmony, it has been said that America is merely reverting to type. According to this view, America is herself a child of revolution and her history shows that she has always viewed with sympathy the efforts of a people to make themselves free. We have always had a welcome for a Kossuth or a Garibaldi; we have stood for self-determination in South America and Mexico against armed debt collectors; we went to war for the revolutionists of Cuba-we should be false to our history if we did not rise as a nation with even greater warmth for the cause of Russian freedom than we do against the extension of German imperialism.

Just four days before the government was giving its approval to these messages, Ralph M. Easley, of the National Civic Federation, considered the time opportune for some comment upon the "malodorous record" of "Bolshevism" and an attack upon its "crazy, mad and impossible program."

In a 5,000-word statement sent to the press, Mr. Easley expresses his opinion of William D. Haywood, the I. W. W. chief. Prof. Edward A. Ross, Charles M. Schwab, Roger W. Babson, William B. Thompson, the copper mine owner, and others whose views Mr. Easley finds to his inexpressible horror, to be the same. He was not surprised to learn that Haywood and Emma Goldman should advance such doctrines, but that "business men" should do the same he found "certainly astounding."

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#### THE WAR AND THE FUTURE IN SPAIN

CLOUDS have been gathering over Spain for so many months, the bursting of the storm has been predicted so many times, that prophets may well hesitate to speak of the threatening outbreak of a revolutionary explosion. Nevertheless, the tension has become so trying that something must be expected to happen soon; and it may happen before these lines go to press.

Our own Food Administration, on January 22, announced that "the economic situation in Spain is regarded as one of the most serious problems that country has ever been called upon to face. Shortage of food and rising prices have aroused the press to a strong campaign against the government for not taking more vigorous efforts to control the situation, especially prices."

Personal letters from those in a position to know in Madrid, which have just reached this country (dated January), say that the country is on the eve of revolution. One of them says: "Things are in a very bad way. We live from one minute to the next in constant dread of what will happen. This has been the hardest winter you can imagine. Now we pay \$45 a ton for anthracite and coke. Life is most difficult for the working people, and they threaten a revolution because of hunger." Another writes: "Madrid is almost without coal. The electric plant shuts off the current from nine to six, so that we can use neither elevator nor front door bell. The street cars run twice as slowly as usually; and houses with dark rooms must return to the age of candles."

The most recent issue of the bulletin of the Madrid Institute of Social Reforms (for December) reports strikes of street car employes, road makers, agricultural workers, biscuit makers, metal toy makers, masons, bricklayers, weavers, carpenters, iron founders, tanners, painters, shoemakers and coal miners. In all cases except that of the miners the strike only involved small numbers; yet nearly all of them secured the higher wage demanded or redress of the greivance.

Food riots have spasmodically taken place in a number of places in recent months, more particularly in Barcelona and along the Mediterranean coast, where socialist organization is most advanced. Recent disturbances in Malaga and Alicante were put down with such severity that the people demanded the instant resignation of the civil governors. The pressure was so strong, and the outlook so ugly, that these two resignations actually did take place, and, after a wrangle in the cabinet, had to be accepted by the government.

Recent changes in the cabinet, to judge from such news as has come to hand, signify a struggle for supremacy between upholders of the old regime and an enlightened modern liberalism in domestic affairs rather than any new divergence of opinion on foreign policy. For the moment, resentment of German submarine attacks on Spanish ships on the one hand and suspicion of the allies on the other form only the background of a fierce combat between the upholders of suppressive and of democratic methods of laving the unrest of the people. Almost every day sees new scenes of disorder and new demonstrations of popular

The news from Spain is reported in the American press with such irregularity and absence of detail as to make it almost impossible to follow events. To outline briefly the political situation as it was a month or two ago, when preparations were made for the general elec-

tions which are now in progress, may help to better understanding.

First, King Alfonso is generally given credit for attempting to act on strictly constitutional grounds. His wife is English and his mother Austrian; personally he probably inclines more towards France and the English landed gentry, which he knows so well, than to Germany, but he does not show it.

There are two dynastic and three anti-dynastic parties. Among the former, the Conservative is now headed by Dato, while a small wing follows Maura. Dato was in power in August, 1914, and declared Spain neutral, following the accepted policy of his party, though in private he has been leaning towards the allies. Maura is very friendly to the allies.

The Liberal Party stands for universal suffrage, for trial by jury and other democratic measures. At the beginning of the war, it was under the leadership of Count Romanones, whose tendency to enter the war more or less openly caused a strong wing to separate itself under the leadership of the Marquis of Allucenus, the present prime minister, who has always stood for strict neutrality.

Of the anti-dynastic parties, one is the Tradicionalista, which is sometimes regarded as pro-German, but really is anti-ally for the purpose of counteracting the prevailing tendency which they fear might bring the country into the war. The leader is D. Jaime. The Republicans, or Reformista, headed by Melquiades Alvarez, are strongly for intervention on the allied side. It is sometimes guestioned, however, how far they would go if it were a matter of action rather than of words. The Socialists, of course, are pacifists. But their leader, Pablos Iglesias, has declared his sympathy for the cause of the allies.

The chief effort of the government, politically speaking, just now is to effect a combination of forces between the two dynastic parties in order to prevent a tremendous addition to the electoral strength of the anti-dynasts. The proally wing of the Liberal Party, under Romanones, is prepared to support Premier de Alhucemas. The leading Conservatives, however, are obdurate. Elections in Spain, in the past, have been fought with such wholesale bribery that it is difficult to foresee what the result will be this time when passions run so much higher and hundreds of thousands of people are hungry.

### MORE DISPENSARIES FOR MASSACHUSETTS?

Boston, or one-quarter of the entire population of the city, annually receive some medical care in thirtyodd dispensaries. In all the rest of the commonwealth of Massachusetts, with five times the population of Boston, only between 50,000 and 60,000 persons are treated at dispensaries. Yet Massachusetts includes many towns, and not a few large cities, with crowded industrial populations of the same type. and presenting the same needs, as those who frequent dispensaries in Boston. There are fewer physicians in proportion to the population outside of Boston than within it.

Should dispensaries, therefore, be extended in Massachusetts, or are there already too many in Boston and enough in the rest of the state? This is one of the questions raised by a study of dispensary clinics in Massachusetts, conducted at the request of the Massachusetts Social Insurance Commission, by Michael M. Davis, Jr., director of the Boston Dispensary, and just published as an appendix to the commission's report.

The question raised is partly answered by a study of the economic and social classes whence these dispensary patients are drawn. Out of 1,587 families, selected without bias from patients at the Boston Dispensary and the Out-Patient Department of the Massachusetts General Hospital, about 40 per cent were earning less than \$15 a week (as family income), 45 per cent between \$15 and \$20, and 15 per cent to 20 per cent

over \$20 a week. The majority of the families had three children or more. These families, socially and economically, are thus fairly representative not only of dispensary patients, but of wage-carners as a whole.

It is significant that only about 3 per cent of these families were in receipt of charitable aid. The great majority are self-supporting, yet they could not afford to meet the expenses of medical service during illness. This is partly accounted for by the fact that about half the patients of the leading dispensaries in Boston applied for kinds of treatment in which a specialist rather than a general practitioner is needed. and such service is, of course, more expensive than the care of a general practitioner. If wage-earners of these classes, not dependent on charity, found it necessary to receive dispensary treatment in Boston, the inference would be that elsewhere in Massachusetts, in other industrial and commercial communities, dispensaries were also needed. The Massachusetts Social Insurance Commission thought so, for in its majority report it recommended the extension of dispensary clinics, and introduced a bill into the legislature to provide financial assistance for dispensaries under certain conditions.

The report points out that the Boston figures are closely similar to those found by the Social Insurance Commission of California, in a report published early in 1917. The ranges of income among the patients and the small proportion who were dependent on charity, were strikingly like those found in Boston. The two studies, from the extremes of the continent, are alike in showing that a large number of self-supporting wageearners of small incomes, not otherwise dependent in any sense, are seeking medical assistance at dispensary clinics because they cannot otherwise purchase the care they need. In other words. "the great bulk of the families whose members are cared for by these dispensaries were able to meet the ordinary expenses of maintaining a family during health, but not meet the expenses of illness and pay the cost of medical service in addition.

It was found that sickness insurance among families of these dispensary patients was very infrequent, but that life insurance, according to the industrial plan of small weekly payments, was quite usual. A considerable proportion of dispensary patients were found to delay in getting medical treatment after the onset of disease. The report says:

Where diseases are such as cause much pain or discomfort in their early stages, such as minor surgical lesions, cuts, burns, etc., or irritations of the skin, treatment appears to be sought pretty promptly. On the other hand, with diseases which cause less trouble to the patient in the beginning.

but which are often likely to be more serious, treatment is more delayed. Thus 15 out of 29 patients with tuberculosis were conscious of illness over three months before the serious of the serious over three months before the serious of the serious over three months and the serious of the serious of the serious over the serious of \$5' with disorders of the circulatory systems over the serious over the serious over the serious over the serious of \$5' cases waited less than one month, while out of 55 cases waited less than one month, while out of \$5' cases waited over three months. The same contrast appears in "general surgery," between the non-operative and usually minor cases, which appears in "general surgery," between the non-operative and usually minor cases, which are generally more serious cases which are generally more serious.

#### HEALTH INSURANCE AN AID TO CONSERVATION

OPPONENTS of health insurance of the point out that provision for medical treatment, however complete, does nothing to prevent ill-health and to abolish its preventable causes. As often they are answered that the financial interest of all the insured persons in keeping down the outgoings from the insurance fund on sickness benefit will ensure a general and vigorous promotion of preventive effort.

The correctness of the latter view is demonstrated by the remarkable effect which the British insurance act of 1911 has had upon the study of disease and its causes and upon national and local action on sanitary and prophylactic lines. Although financed only to the extent of two cents per annum for every insured person, the Medical Research Committee of the National Health Insurance Joint Committee is able to look back in its third annual report, just is sued, upon a number of definite achievements in these directions.

By a lucky chance, the committee had been appointed just before the outbreak of the war; even so it had to fight the view that its work of research should be postsponed, "fill the war is over." As it happened, the war produced opportunities for medical research which exceeded all the expectations of usefulness which the committee could have formed when it was appointed. "The mere collection of men in large numbers under military rule has allowed observations to be made and recorded which have yielded information otherwise unprocu-

Thus, a study of kidney efficiency of 50,000 young men considered in good health and leading active lives at camp has produced new information upon a scale never obtained before or easily obtainable. The study of war wounds and war disease under service conditions necessitating the most efficient and economical use of apparatus has, in at least

one matter—the supply of oxygen—"revealed the wastefulness and inefficiency which for many years have marked our habitual hospital methods," and "the application here of physiological principles long ago established by English work but too little applied in England will now, we may believe, bring permanent benefit back from the trenches to the hospitals and sick-rooms at home."

Many other illustrations are given of the fertilization of both military and civilian practice by the mutual study of methods and results made possible by the research fund. The war changes in civilian life have provided, perhaps, even more basic opportunities for a medical research which in years to come will reform and re-invigorate both public health service and private practice.

"The stress of industrial work," says the committee, "has thrown into sharp relief our ignorance of its proper physiological regulation for the common good and has done much to stimulate a belated study of the natural laws of fatigue and of right living. The unfamiliar limitations in food supply have forced us to gain clearer knowledge of many biochemical and dietetic groups of facts long ago within easy reach though not artained."

### TUBERCULOSIS INCREASED IN WAR-TIME

DR. W. J. KERR, health officer of Newcastle-upon-Tyne, has published a summary of tuberculosis statis-His figures show that the number of deaths from pulmonary tuberculosis has increased both numerically and relatively since the outbreak of the war. The number of deaths in 1913 was 326; in 1916, 407; and for the first six months of 1917, 246 deaths were reported.

Dr. Kerr calls attention to the fact that all European nations concerned in the war, whether as active belligerents or those whose territory has suffered, show an alarming increase in deaths from tuberculosis in the civil population. He gives the first place among conditions leading to tuberculosis to poverty, followed by bad or insufficient housing, and third, overstrain. condition has, he believes, been remedied since the fact was realized that overwork of employes is unprofitable and that a six-day week yields better returns than a seven-day week. The influence of employment, he believes, is well reflected in the increase of number of deaths among girls between fifteen and twenty who have been stuffed into gaps in factories, shops, offices and even outof-door employment since able-bodied men went into the army. This change at a susceptible period of life cannot, Dr. Kerr believes, but leave its mark; and this mark he sees in the rise in deaths from consumption among young women.

Commenting on this report, the Boston Medical and Surgical Journal says;

This study emphasizes anew the intimate relation existing between economic conditions and pulmonary tuberculosis. They lead weight to the contention that the linital tend weight to the contention that the linital that the development of manifest disease in later life is due to other factors, largely economic, which operate by breaking down the resistance of the infected individual. A consideration of the facts here presented is cited to the content of the content of

#### DELINQUENT BOYS FROM BROKEN HOMES

THAT a disproportionate number of delinquent boys come from "broken" homes, and that mothers are at least as effective in cutbing delinquency in their male offspring as fathers and possibly more so, are conclusions drawn from a study of family disintegration and the delinquent boy published in the Javanal of Criminal Law and Criminalogy.

The study, made by Ernest H. Shideler, graduate student in the department of sociology, University of Chicago, covers 7,598 inmates of reformatories and industrial schools in the northern, eastern and western states. Previous studies had been made of this factor in delinquency, but none covering so many persons or so large an area. Mr. Shideler found that although only 25.3 per cent of all children in the country come from broken homes (i, e., homes in which the parents are not living together but are separated by death, divorce, desertion or some other cause). fully 50.7 per cent of delinquent boys come from broken homes. Since official records do not reveal the full facts in regard to the condition of the parents, Mr. Shideler is inclined to think that the true percentage may be nearer sixty than fifty. This means that approximately six out of every ten delinquent boys come from homes in which the parents are not living together. It doesn't mean that this is the only factor, or necessarily the chief factor, making for delinquency in these homes.

Analyzing his figures further, Mr. Shideler finds that while approximately one boy out of every twenty in the United States has lost his mother by death, one out of every eight in industrial schools has lost his mother. Thus, the odds against the boy without the influence of his mother are inferred to be tremendous. Moreover, fatherless boys in industrial schools are more numerous than motherless boys, the ratio being about three to two. Since, however, estimates place the ratio of fatherless to motherless boys in the general population as high as five to two it is

apparent that relatively fewer fatherless boys enter industrial schools than motherless boys. In other words, the withdrawing of the father's influence does not appear to have as great an effect upon the boy's social conduct as the withdrawing of the mother's influence.

The percentage of delinquents coming from crippled homes in strictly rural states, is conspicuously greater than that in urban states. This points, says Mr. Shideler, to "a multiplication of contributing factors in the urban districts."

# IS TEACHING A SWEATED

FACTS have recently been brought to light from two quarters indicating that poverty, or something close to it, is regarded as a spur to wisdom and efficiency in more than one branch of our educational service.

The federal Bureau of Education has compiled figures showing the salaries paid to county superintendents of schools, and also to city superintendents. County superintendents receive an average salary of \$1,375. Standards vary widely in the different states. New Jersey is at the top with an average of \$5,000. Wyoming at the bottom with an average of \$717. Twenty-eight states pay less than \$1,200. Figures are not given for the size of families.

In view of the growing movement for improvement of rural life and the part the school should play in this, it is interesting to compare the value placed upon the services of county superintendents with that placed upon their city brothers. The average salary of the city superintendent, city here meaning a place of 2,500 population or over, is \$2,260; the county superintendent gets of per cent of this. Montana shows the widest discrepancy between the two, while three states, New Jersey, Maryland and Pennsylvania, actually pay their county superintendents more than their city ones.

A recent bulletin of the Bureau of Education describes the competent county superintendent as follows:

"The county superintendent of schools should be a man or woman of training and experience in educational work. should be assisted by a competent corps of supervisors, and should have clerical assistance for his office work. He should be a man of affairs, of strong personality, capable not only of guiding and directing school matters, but of forming public sentiment in all things concerning the educational welfare of the community. In addition to being a trained educator, he should have a keen insight into the needs of country life and how the school can meet them. He needs such a knowledge of rural vocations as will enable him not only to teach and supervise vocational subjects, but to be

a leader among the farmers of the community, and one with whom they may consult on matters of general community welfare. He should be the one to select books and to compile a course of study that will adjust the school to the vocational and industrial life of the community."

Forty-three married instructors in the Department of Literature, Science and the Arts at the University of Michigan, caused a mild academic sensation last spring by presenting to the Board of Regents a typical yearly budget of what it costs a married instructor with family to live in Ann Arbor. The budget contained no items for books, magazines, professional dues, insurance or saving, nor did it take into account recent increases in prices, yet it revealed that twenty-seven of the forty-three were receiving from the university an amount insufficient to live on. If \$200 for increased prices had been added, the number of instructors below the line of self-support would have been thirty-five, and if expenditures for books, insurance, savings, etc., were included, only one of the forty-three would be found able to maintain a desirable standard of living.

The regents of the university granted the automatic increases to these instructors as a result of this memorial. It is rumored that many of the regents were profoundly impressed. Meanwhile, a new kind of collective bargaining seems to have shown itself—the bargaining of the academic proletarial.

# THE CALIFORNIA OF WEST AFRICA

NIGERIA is tired of the continu-ous stream of immigrants which menaces her racial purity and undermines her accustomed standard of life. The worm has turned. American missionaries in future will have to produce visible means of support and proof that they are not likely to become a public charge. No longer will the Children's Gift of Little Lambton's First Sabbath School be acceptable, for Brother Smith will not be allowed to enter his missionary field if he arrives with assisted passage or with a five-year contract in his pocket. Even when he comes unassisted and with no definite plan, he may not enter upon educational or missionary work without the written permission of the government.

Under the new immigration ordinance of November 8, 1917, our reverend brother will further have to produce \$146, with one or more sureties to be approved by the immigration officer; and if he will not live in keeping with the local standards he may be turned out again within six months, and his deposit may be forfeited. Besides being dealt with as a prohibited immigrant, the American missionary who attempts to practice his willy arts with

out government permission will further be liable to a fine of \$243 or six months' imprisonment.

Perhaps it is a lack of farm labor which, as in other countries that need not be named, has led to a deviation from these restrictions in the case of temporary visits for which transit passes may be issued if the applicant can give a good account of himself before an immigration officer. Admission for a temporary sojourn, however, makes necessary a deposit of \$146 for the applicant and a like sum for each person, wife, children or others, accompanying him.

## MONEY POURED OUT FOR JEWISH RELIEF

JACOB BILLIKOPF, of Kansas City, when called to New York to manage the drive for a ten-million-dollar fund for Jewish relief work abroad and for Jewish work among soldiers, insisted that this effort, if carried through in the proper spirit, would not hinder but help the financing of Jewish institutions and charities at forme.

Close upon the phenomenal success of that campaign, with its magnificent over-subscription, Jewish leaders in New York decided to start immediately upon a drive for increased membership of the Federation for the Support of lewish Philanthropies in New York city. By utilizing the enthusiasm engendered in the earlier campaign and with an army of 3,100 workers, the mark set for the new one was also overshot, and in two weeks 50.821 instead of the 50.000 new members aimed for were added to the roll. This is exclusive of 10,500 new members pledged by the president of a large lewish fraternal order, in itself an increment to the membership which would place it upon a most democratic basis.

In spite of the tremendous call of the war upon the generosity of American Jewry, the income of Jewish philanthropies in New York city has steadily increased. It was \$1,550,000 in 1915, \$1,600,000 in 1916 and \$2,100,000 in 1917.

#### TEAM WORK FOR CAMP DEVENS BOYS

WHEN a committee of the Women's Patriotic League recently discovered that about twenty-five different social agencies were engaged in an effort to keep conditions in the region of Camp Devens wholesome and safe, it was apparent that some cooperative organization was necessary. Camp Devens is located at Ayer, Mass, a town of about 10,000, but there are some 30,000 soldiers at the camp. The surroundings are entirely rural, but with cities of considerable size not far away and Boston at an hour's ride.

A movement was started to form a

zone council, supervising a considerable area around the camp. Then it was found that the Camp Recreation Organization was already having conferences of various agencies, so that the zone council project was suspended, with a view to cooperating with the recreation workers instead. As a result of several meetings, a monthly conference is to be held, to which each agency will bring report of its work and its observations.

A continuing survey of the various activities, discussion of the direction which each shall take and a thorough coordination will be undertaken. Elizabeth F. Maloney has been placed in the field by the State Board of Charity and has been assigned by the conference to the task of referring to the appropriate agency any cases which may come under observation, to insure their efficient handling. The cooperating bodies in the conference include not only social agencies, but also military officers of the camp, police officers of the towns, particularly those of Ayer; the state police, who are represented by officers detailed to this field, and the local courts, represented by their probation officers.

**Book Reviews** 

PRESENT-DAY EUROPE
By T. Lothrop Stoddard. Century Co.
322 pages. Price \$2; by mail of the Survey \$2.15.

This work is entirely first rate. In one sense it is already out of date-it was written before the Russian revolution-but it is nevertheless one of the few war books that will always be of the greatest value. Indeed, for the future student of this day, who does not plan an extensive personal research through the files of the leading periodicals of Europe, the vivid little work before us will be an almost indispensable source book. For in trying to give us the general point of view toward the war of every nation of Europe, whether in it or out (though Switzerland is unaccountably omitted), the author supports his judgment by quoting freely from the speeches of leading men and the editorials of prominent journals. He seems to be in sympathy with each people in turn; at least he is most scrupulously fair. In such an atmosphere as surrounds us today his impartiality has a most unfamiliar ring.

It cannot be said that one rises from a perusal of these absorbingly interesting pages with an optimistic view of the future. He holds out no hope whatever of a United States of Europe, or a speedy federation of the world. Like many others, he is simply filled with dismay as he contemplates the ruin of one of the fairest regions of the earth, but he pointedly declines to prophesy.

It is sad reading enough. Belligerent abuse has not much more dignity than Luther's description of Henry VIII as a "damnable and rotten worm," and one wonders how civilized life is ever to be restored at all. It certainly seems as though the first ten years of reconstruction may make at least as much difference to the future grading of the nations as anything in the treaty of peace. This work should be carefully read by every serious student of the war.

IAN C. HANNAH.

THE LITTLE GRANDMOTHER OF THE RUSSIAN REVOLUTION, REMINISCENCES AND LETTERS OF CATHARINE BRESHEOVSKY. By Alice Stone Blackwell. Little, Brown & Co., 348 pp. Price \$2; by mail of the Survey \$2.15.

Madame Breshkovsky has made it possible for many people in America to understand Russia-the Russia of the revolutionists. So inspiring is her personality that it is hardly possible for one who has felt the direct influence of contact with her to discuss the book objectively. It is fortunate at this time, when a fuller knowledge of the complex Russian character is necessary for any understanding of the present turmoil in that country, to have a book so illuminating as the letters and reminiscences of Catharine Breshkovsky, Alice Stone Blackwell has contributed enormously to this understanding by the timely publi-cation of the book. Very wise has Miss Blackwell been in letting the letters speak for themselves, prefacing them with a brief biographical sketch. It is not only a record of a strong and beautiful soul, of a selfless devotion to a noble idea, but Madame Breshkovsky reveals herself in the book, a personification of the Russian revolutionary movement-a movement that has been kept alive through many years by this great woman.

Catharine Breshkovsky was well born, as the world calls it, her father the son of a Polish aristocrat and her mother the daughter of a noble family of Great Russia, but they were wonderful to Catharine Breshkovsky in another way, for she says, "If there is anything good in me I owe it all to them." They were, however, of the old regime and the child.

Catharine, seems to have been very early impressed with the contradiction between precent and practice, so far as the serfs were concerned, although her father, a kindly and just man, according to his lights, treated them with much more consideration than most Russian landowners. He did not permit them to be flogged, and the serfs felt the difference and boasted of it. But even here there was no genuine concern for their welfare, save on the part of this sensitive child who escaped from her own luxurious home to visit them in their miserable huts, and, having heard of California and the gold there, dreamed of going to that distant land and returning with a fortune with which to make a paradise for these unhappy people,

She was sixteen when the serfs were emancipated, only to be plunged into deeper misery by the loss of their tiny plots of land. She had even then a little school for peasants on her father's estate. When she was nineteen she went to Petrograd and joined the central group of Liberals, gratifying her desire for independence by becoming a governess in a nobleman's household. When her father finally insisted that she should return home he promised that she should be independent and live on her own earnings; he helped her to establish a boarding-school for girls and built her a cottage where she could teach the peasant children. All that she earned above her livelihood she devoted to helping the peasants. At the age of twenty-five she married a young noble, who sympathized with her aims and aided her in her work. She felt, however, the need of more radical action. the futility of mere palliative measures, and this conviction of the necessity for change in the existing form of government became strong enough to enable her to face the prospect of imprisonment. torture, exile and death. Her husband was young, with his life before him. She felt it was only fair to state her position frankly, and as he was not willing to take the risks of extreme measures. she started out on her undertaking alone. Their infant son she left with her brother and his wife to bring up as their own, for she knew she "could not be a mother and still a revolutionist." "I was not the only one called upon to make such a sacrifice. Among the women in the struggle for Russian freedom there were many who chose to be fighters for justice rather than mothers of the victims of tyranny."

From that time on her history is well known. Arrested after three months of propaganda work among the peasants, she was held in prison for a long time and finally sent to the mines at Kara. When her five years at the mines was completed she was sent to Selenginsk, a small Buriat hamlet on the frontier of China. It was here that George Ken-

Indixed by Goode

nan saw her and in his Siberia and the Exile System he records the strong impression that she made upon him and her heroic parting words; "Mr. Kennan, we may die in exile, and our children may die in exile and our children's children may die in exile, but something will come of it at last."

In 1896, her term completed, she returned to Russia and after visits to her relatives began again the dangerous work; after many narrow escapes from arrest she came to the United States in 1904 to enlist help for the cause. Here she was enthusiastically received by her fellow-revolutionists and other sympathizers, and it was during this visit that her unquenchable spirit won her the friends to whom the letters are addressed. Many of them were written in French, some in the quaint and colorful medium which she calls her "bad" English, all livened by a humor which never deserts her.

She returned to Russia and in 1908 was re-arrested and sentenced at the age of sixty-eight years to Siberia for life. She was sent to Kirensk, a little town on an island in the Lena river, but after her unsuccessful attempt to escape in 1913 she was sent to the central prison at Irkutsk and then banished to the far north, whence she returned in triumph to Russia at the invitation of the provisional government in the spring of last

year.

Americans who have been in Russia since the revolution and who have firsthand knowledge of the situation, report Catharine Breshkovsky the wise leader, the inspiring director, though she is debarred from active participation while the Bolsheviki are in control. Wisdom and sincerity on her part and those of her colleagues who are working with her will, they believe, lead Russia into an organized and stable government. The readers of the book will, I think, get a clue to the qualities in "Babuschka" that have made her life important to Russia and to all those who love democracy. LILLIAN D. WALD.

ANNUAL CUMULATED BULLETIN OF PUBLIC AFFAIRS INFORMATION SERVICE. Edited by Lillian Henley. 494 pp. H. W. Wilson Company. Price on application to

the Stravey

From abattoirs to zoological gardens, there is hardly a subject of interest to the student of public affairs which, if it received any public discussion at all between October, 1916 and October, 1917, is not listed and made accessible by precise reference. This service, now in its fourth year, may not be perfect-it would be easy to point out omissionsbut so far as it goes it provides a want not otherwise filled.

To judge from the letters of inquiry which reach every editorial desk, a source book such as this should be kept in every public library; its constant use

by librarians and by persons who know how to utilize a bibliography would make unnecessary a great deal of correspondence. For the public administrator, a volume such as this makes it safe to throw away a great deal of elusive material, such as pamphlets and reports, which he now files away in view of some possible future use, because it enables him at any time to procure just the references which he requires. Of special value in this connection is the listing of state laws.

PROBLEMS OF SUBNORMALITY

By J. E. Wallace Wallin. World Book Co. 487 pp. Price \$3; by mail of the SURVEY \$5.25.

This book does not merit careful reading owing both to the nature of its contents and to the acrimonious temperament of the author. It does not offer a real contribution to the subject which K. S. L. it professes to discuss.

SOLDIER'S BOOK OF WORSHIP

By Albert Hallett. Abingdon Press. 163 pp. Price \$.25; by mail of the Survey \$.28.

Several pocket volumes of devotion for soldiers' and sailors' use have appeared, bound in appropriate olive-drab or khaki. The latest, from the Abingdon Press, contains passages from the New Testament and a number of prayers and familiar hymns. prayers were written by Albion Fellows Bacon, whose articles, Beauty for Ashes, appeared in the Survey during 1914.

INCOME TAX LAW AND ACCOUNTING

By Godfrey N. Nelson. The Macmillan Company. 364 pp. Price \$2.50; by mail of the SURVEY \$2.62.

The extension of the time for filing income tax returns to April 1 and the excellent manuals published by the internal revenue commissioner himself and by a number of banks should enable every individual income taxpayer to obey the law without incurring nervous prostration. There are, however, complicated circumstances requiring more ample information such as in these days of stress and innovations it is difficult to get out of harassed officials. Here Mr. Nelson's careful and practical exposition, first published in application to the income tax act of 1916 and, in this new edition, taking in the war income tax and the war excess profits tax laws of October, 1917, will prove most

Some of our readers will be especially interested in the chapter on exempt organizations which gives in detail the classes of institutions which need not pay income tax-other than what is withheld at the source-and in the explanations given of the law's provision concerning charitable contributions. This term, by the way, the act permits one to apply to so great a variety of purposes that no particular class of institutions or individuals need fear to be singled out by its critics as enjoying a special privilege.

Another point of interest is that for purposes of taxation, bonus and profitsharing payments are treated exactly like wages; this will have the psychological effect of making it impossible for employers at any time to withdraw so-called war-time bonuses without admitting that they are reducing wages.

B. L.

PATRIOTISM

By Sir Charles Waldstein. Longmans, Green & Co. 155 pp. Price \$1; by mail of the SURVEY \$1.10.

The author of "Aristodemocracy" returns in this latest work to his plea for a "patriotic internationalism." He wishes to rescue the term international from the monopoly of the Marxians on the ground that the division or union of mankind on the basis of economic class is misleading. In the same way he desires to cleanse the term patriotic of the familiar jingoistic blemishes illustrated in their extreme by Germany. remedy is twofold, a league of democratic nations to enforce peace and an "aristodemocratic" education.

"True democracy," he holds, is the solution of the difficulty raised by the extremes of liberty and authority. best of liberty is the "liberty to choose the best authority-itself not fixed, but moving and progressive, with life." To promote this ideal the writer advocates a system of national education accompanied by a graded suffrage. Just as children, criminals and lunatics are now excluded from the vote, so would all be shut out who are unable to pass certain examinations in civics and ethics at the close of their elementary schooling. Successful examinations in advanced civics and ethics would entitle the citizen to an additional vote; and still further votes would be granted upon the same principle. Sir Charles is evidently impressed by Germany's success in putting a premium upon intellectual attainment by reducing military service to one year for the young man who passes various examinations The general plan offers much that is

worth considering. The old charge that democracies level downward, we are learning at last in our own country, need not always be true. And lest we think of "education" as something essentially wooden, the author reminds us that "the final aim of all education is to make ideals realities, the moving force to thought and action. After all man is religious in the degree in which ultimate ideals are real to him."

The difficulties in the way of introducing a selective franchise are obvious enough. Who, for example, can persuade a majority of "average" citizens, bred upon the doctrine of equality, to endow intellectual superiority with additional votes? To be sure, in these revolutionary days, it will no longer do to dispose of a new idea at the outset by citing difficulties. More to the point is the question whether the scheme does not put too great a task upon the state. We venture to believe that since the state can sometimes be captured by special interests, students will rather wish to search for better methods of improving the common life than state-prescribed tests for additional votes.

HENRY NEUMANN.

THE RURAL TEACHER AND HE WORK
By Harold Waldstein Foght. Macmillan
Co. 359 pp. Price \$1.40; by mail of the
SURVEY \$1.52.

There used to be a professor in an eastern college whose knowledge of history was encyclopedic. "If you tap him anywhere, he runs," his students were accustomed to say. Prof. Harold W. Foght has the breadth of mind and the universal information which no other man possesses in reference to the country school. This book is his latest contribution to the subject. Every worker on country schools can find here what he wants. Everything from the pioneering type of education to the latest proposals under the Smith-Hughes vocational education act is in evidence, just as in actual experience the responsible workers must meet them all in almost every county.

Professor Foght is constantly traveling as a representative of the United States Bureau of Education, not only throughout all the states, but frequently abroad. He is the one writer who brings American shools into contemporaries. Best of all Americans, he knows Denmark. This universal character of his work gives the book, which is written out of his own heart and mind, its great

The textbook form in which the book appears, with reviews, current literature listed, questions and problems at the end of each chapter and abundant references, makes it valuable for school use. There are good chapters on preparing the teachers for rural leadership, administration, supervision, the one-teacher school, the coming of the real community school. rural high schools, rural continuation schools. It might be said that it is the latest epistle on the educational revolution, for Professor Foght is a drastic revolutionist in education. He would revise the curriculum at once and radically upon a basis of "useful purpose." original contribution of the book is in the chapters on The Teacher as Maker of the Revitalized Course of Study. We have long awaited this contribution by Professor Foght, who has addressed himself for some years to the subject of the curriculum. It cannot be said that he has conclusively solved it. No man can do that for years to come. But the contribution he makes to the work of the experimental teacher, the Moses of our present Egyptian slavery, is very valuable.

The most interesting chapter to the reader perhaps is the comparison made between the township and county systems of administration. Professor Foght is, of course, an advocate of the

county system, as are the other men of the Bureau of Education. The bitter fight in New York State for the "new township law" makes this chapter of big value, for this law was passed after Professor Foght's manuscript was written. It may be repealed before this comment is printed; nevertheless the school people of New York will find the chapter on Rural School Organization and Administration most illuminating. WARREN H. WILSON.

# Communications

#### SEVEN-CENT MILK

TO THE EDITOR: The high cost of milk is a problem everywhere. The women's residence of the South End House, at 43 East Canton street, Boston, has arranged with a milk dealer to supply skim milk, in quart bottles, at seven cents a quart. The settlement sells it at this price to all the neighbors who wish to buy.

At the baby clinic, milk soups, milk puddings, etc., are on exhibition, and the mothers are allowed to sample them, and to take away the recipes. A large circle of customers for the skim milk has grown up, and the children of the neighborhood reap the benefit.

ALICE STONE BLACKWELL.
Dorchester, Mass.

# MR. BABSON ON SOCIALISM

TO THE EDITOR: In the course of an address on The Hope of the Consumer before the Calvary Forum of this city, Mr. Roger W. Babson, whose popularity as an expert commercial and financial statistican extends to a wide range, characterized socialism as "getting something for nothing." To those who are at all versed on social and economic reform such an assertion must appear as the most absurd and illogical one that has ever come from a public platform.

It was hoped that in the course of the questionnaire Mr. Babson's statement would be challenged, but owing to the numerous questions asked it was next to impossible to reach him, and the columns of the SURVEY are hereby appealed to, to assist in stemming the tide of such sophistry.

George M. Mock. Buffalo, N. Y.

[Mr. Babson furnishes us the following verbatim report of that portion of his Buffalo address to which Mr. Mock refers.—EDITOR.]

Socialism as a religion I believe in. At times it appears to me as almost synonymous with Christianity. Socialism in many forms has already been adopted. The highways, the fire department and even our public school system are forms of socialism. The reason that the fire department is successful, however, is because the people really believe that it is for their own selfish interest to have a fire department. Everyone knows that when the other fellow's house catches fire it is very apt to set their house afire also. If, however, it would be possible for one house to burn, without any danger to other houses, there would be no fire department. The success of the highways, public schools and all other socialist functions which are successful can be explained on the same basis,

Only as we really believe in the Golden Rule and appreciate the fact that when others suffer we ultimately suffer also, can socialism be adopted successfully. The real fact is that only about 5 per cent of us people believe in the Golden Rule and are willing to work in accordance with it. About 95 per cent of the people actually believe today that others can suffer without hurting them and that others can prosper without benefiting them. The great majority of people are yet intrinsically selfish. Hence if socialism were to be adopted today, it would result in chaos, in this country, the same as it has resulted in Russia, Moreover, I say this both as a friend of Russia and of so-

There are a great many intelligent and unselfish Socialists. I admire the work which they are doing, and the more of such prople that there are, the better our country will be. A very large number of people, however, are preaching socialism today as a scheme for getting something for nothing. A great many socialists unconsciously have for their motto, "Let George do it," and they are the very hardest people to cooperate with along constructive lines. Their preaching is Utopian, but at heart they

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WANTED - Woman travelers' aid worker, experienced preferred. Associat-ED CHARITIES, Jacksonville, Fla.

CASE worker, graduate of School of Philanthropy, needed at once as visitor. Apply John B. Dawson, Associated Chari-ties of York, Pa.

WANTED-Vigorous woman interested in Social Work, to take position of cook in settlement school in the Kentucky mounsettlement school in the Kentucky moun-tains. Must be person whose influence over young girls working with her would be desirable. While work would be en-tirely cooking, we do not want merely a cook. Position is one of entire equality with teachers and other workers. Locality uniquely interesting. Four miles from railroad. Living conditions comfortable. Address 2719 Survey.

POSITIONS open for experienced Edi-tors on editorial staff "World Outlook." Address W. G. Parker, 150 Fifth Avenue, New York,

INVESTIGATOR WANTED-Agency for unmarried mothers in Montreal de-sires investigators with previous experience in similar work. Interesting oppor-tunity for pioneer constructive work. Salary \$1200. Address 2728 Survey,

WANTED-Trained matron and housekeeper for cottage of thirty girls. Initial salary \$35 a month and maintenance. Easy hours. Apply to Girls' Training School of Gainesville, Texas.

WANTED-Superintendent for country vacation home for Jewish children to supervise household management as well as care of children. Possibility remaining open year around. Nursing training or experience desirable. Good opportunity for capable worker. Address 2730 SURVEY.

WANTED-Man for athletics and boys' work. State qualifications and salary ex-pected. Address King Philip Settlement House, 334 Tuttle Street, Fall River, Mass.

SOCIAL worker wanted-Jewish young woman to act as investigator, must speak Yiddish. State age, experience and salary.

Address 2738 Survey.

EXECUTIVE OPPORTUNITY A woman who possesses an unusual personality, executive ability, expert knowledge of mathematics, bookkeeping and stenography, and above all, the knack of handling a large body of

# girls, should address 2737 Survey. SITUATIONS WANTED

WANTED-Position as Superintendent or matron. Experienced in Training School, Girls Boarding Home, and Orphanage. Good manager, economical buyer. Best references. Address 2727 Survey.

WANTED-Position as assistant matron in convalescent home or child-caring institution. Address 2731 Survey.

EXPERIENCED and trained teacher of therapeutic occupations seeks position with hospital or sanitarium. Address 2732 SURVEY.

SOCIAL worker and arts and crafts teacher with broad experience and thor-ough training in educational social and art lines seeks position. Address 2733 SURVEY.

EXECUTIVE-Jewish young man, University and Philanthropy school graduate, experienced in relief, research and Americanization work, seeks position as head of shilanthronic organization. We'll amilified philanthropic organization. We'll amilified and highly recommended. Ready May 15. Address 2734 SURVEY.

MAN-UNIVERSITY and School of Philanthropy training, extensive experience, desires position. Address 2735 Survey.

Manager of Industrial Relations Wanted an executive position with a firm employing a large number of women and girls, to handle labor, accident precautions, and welfare work. Address 2729 Survey.

MAN, Jewish, School of Philanthropy graduate, experienced in relief, employment and settlement work, executive ability, de-sires position. Address 2736 Survey.

New Slides on Alcohol. Attractive, instructive, convincing. "Why Sobriety for the Soldier:" "Drink and Industry." Dept. C Scientific Temperance Federation, 36 Bromfield Street, Boston.

are vet selfish. Socialism is no philosopher's stone and cannot be trusted as a form of perpetual motion. Hence the consumer's only hope lies not in legislation, labor unions, socialism, or any other quack remedy. The consumer's only hope is in increasing production and eliminating waste.

## COL. AZAN MAKES DENIAL

TO THE EDITOR: Will you allow me to say a few words about the article in the SURVEY Sissue of December 8. 1917, page 2941 and in the Review of Reviews, apropos of the anti-alcohol question, a matter in which I have never pretended to be expert.

1. It is inconceivable to attribute to a French officer the declaration that he has seen his men drunken; every fairminded person knows that there is no need to worry about drunkenness in the French army, because it does not exist,

2. I have never been interested in the percentage of alcohol in wine, being entirely ignorant of this question. My opinion is only that of every one else namely, that the consumption of several bottles of wine can intoxicate a man.

3. The ration of rum before the attack has the advantage of giving "elan," but the French have no need of it to go "over the top," because they are naturally brave.

LT.-COLONEL PAUL AZAN. Boston,

#### SHALL WE JUNK OUR TOWNS?

To THE EDITOR: Our town possesses two or three industries well adapted to times of peace, but the demand for their product is now falling off and the employes are moving away to get employment in places that are filling up with war industries.

Our town has built up good homes for its people, its drainage and water system has been made modern and adequate, it has a good hospital and nursing system, well-built churches and school buildings, and recreation centers. town, in fact, is a well-organized plant to give suitable living facilities in connection with its industries.

In most communities the plant that furnishes living facilities is much larger than the factory itself, it takes longer to construct and it costs much more to junk it and start anew.

The question that interests some of us is the coming policy of our country with regard to such plants in the face of

# NATIONAL SOCIAL WORKERS' EXCHANGE

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MRS. EDITH SHATTO KING, Manager, 130 East 22d Street, New York

the war. Apparently we must more and more change our industries into parts of one main industry of supplying the war. In order to do this some of our workmen must be transferred from one place to another, as, for instance, in the case of shipbuilding, where the site is largely determined by suitable access to tidewater. In that case new towns must be built and organized, as is already being done

With many other industries, however, there will be a choice to make. Shall we change over the industries of old towns for war work and keep the living plant substantially intact, or shall we add new factories and new housing at points where war work is already started and junk our old towns with all that we

have been building up in the last years? This seems wasteful in more ways than one. Is the question to be worked out on its merits, or are we merely drifting?

#### DIVIDED WE FALL

TO THE EDITOR: The question of increased postal rates on second-class mail matter is too big to admit of special consideration for any one section of the country. The magazines and newspapers of this country are public property. The public should see to it that its property is not so taxed that it will have either to mortgage it or give it up altgether. Here we have a proposed law which will cut into two of the most vital factors of our life today: first, national education; second, national unity.

There has been an increase in the cost of paper, of ink, of labor. There are plenty of figures on this subject. Now let us add an increase in postage rates of from 50 to 900 per cent. Obviously the majority of the magazines cannot meet this increase. Perhaps, less ob-viously, the newspapers can. The majority of newspapers are sectional. A few of them have a wide circulation throughout the country. And among those few, some are not rich. For these there must be a financial problem in the proposed increase of rates according to the zone system.

Then it remains for the public to assume the cost. "Passing on" the cost to the public is a favorite slogan these days. How much of this passed-on cost of living the American public can carry becomes a problem. Even Atlas must have had his maximum weight in worlds!

Let us say that this increase will wipe out the profits of the magazines and of some of the newspapers. Let us assume that at this time of crisis, with its tragic losses, the magazines and newspapers of the country should lose all or much of their profit, and that it does not matter whether they do or do not go to the wall. Let us with sublime indifference to civilization-the equivalent of

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Israel Zangwill on "The Dilemmas of the Diaspora"—Jacob H. Schiff on "At the Gate of the Promised Land"—Justice Irving Lehman on "Our Duty as Americans"-President Emeritus Eliot of Harvard on "Three Lines of Action for American Jews"-Jacob Billikopf on "The Treasure-Chest of American Jewry"-Prof. M. M. Kaplan on "Where Does Jewry Really Stand Today?"—a stirring poem by the Menorah poet, Martin Peinstein: "From a Zionist in the Trenches"—and the literary sensation of the Zionist in the Trenches"—and the literary sensation of the year, "Pomegranates," a series of "acid" comments on Jewish topics by a brilliant anonymous writer—all in the current number of THE MENORAH JOURNAL. This number FREE to you with a trial \$1.00 subscription for six months (published bi-monthly), beginning with April number, also copy of ministure Menorah Journal, if subscription is mailed promptly to Menorah Journal, 600 Madison Ave., New York. WRITE TODAY

German brutality, although more subtle - dismiss all consideration for the plumber, the baker and the candlestickmaker. Let us take away from them their trade and technical journals and refuse to consider the convenience of the public they serve. Let us say that it does not matter that hundreds of thousands of men and women employed by the great network of publication should be thrown out of employment, since their labor is so sorely needed elsewhere. Let us say, on the basis of the

same argument, that it does not matter that the majority of authors and journalists should lose their sources of earning a living, for war demands its sacrifices. Let us say that it does not matter whether certain members of Congress criticized in these newspapers and magazines repay old grudges or not.

Of course-it is so evident that it seems foolish to make this statement!we can all move to New York. Once there we shall not have to pay twice as much for our magazines as in California

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SECOND PAN-AMERICAN CONGRESS

# Child Welfare

MONTEVIDEO, URUGUAY December, 1918

Societies, libraries, churches, workers and all interested in child welfare are urged to become members of this Congress and thereby strengthen our relations with Latin America. Julia C. Laltrop, Chairman United States Committee. Send membership fee of five dollars to Edward N. Clopper, Secretary, 105 East 22nd St., New York City. This includes Proceedings.

or elsewhere. A two-dollar-and-a-half magazine will cost us two dollars and a half and not five dollars, as it would in Oregon. The New York zone reaches 300 miles inland and 300 miles out to sea. That 300 miles of sea would soon become as crowded as a Chinese waterfront. Perhaps this is what the Gentleman from California. who evolved this marvelous "rider," wishes. He is only human; he may have a few friends he would like to see established. Or it may be that the Gentleman from California desires to keep the eastern paper and magazine from traveling westward, so that he can develop his own organ satisfactorily.

But there are two things which do matter. The first of these is that the public should lose any of its utilities in the way of public education. Now is the time when our education needs more protection rather than less. That our education does need this protection becomes only the more evident as our city councils (not our boards of education!) close the public schools on account of coal shortage and allow the colleges to close or face closing while they permit the saloons, breweries and theaters to "keep open." Even as the value of childhood increases, so does the value of education go up as man-power, manmade beauty, and man-developed education are being wiped out in this European holocaust.

Educationally, the proposed action would cut off many of the magazines and some of the newspapers from our boys at the front. They would lose touch with home at a moment when that touch is most vital to them.

Such action would mean that the better class magazines used, especially in the West and Middle-est, as textbooks in the English literature courses of many of our schools and colleges, as, for example, the Survey, Atlantic Monthly, World's Work, Literary Digest, Independent, Collier's, Metropolitan, North American Review, Bellman, Chicago Pactry, and others would have to go. This would mean a depreciated school or classroom; at the least, an increased vacuum, for if nature abhors a vacuum the college classroom is the exception to that rule. Aside from school and college, many of the people who would be cut off first from the publication because of the added expenses would be the very ones who need most the educational and perhaps the Americanizing influence of the newspapers and magaziness.

Such action would mean a decrease in domestic education, the loss of magazines to millions of mothers who through them have learned how to care for their children, how to save the lives of babies. how to make the home and the town healthful and attractive, and how to conserve food and fuel. Loss of the Delineator, Pictorial Review, Woman's Home Companion, Woman's World, Ladies' Home Journal, to name simply a few, would mean inevitably the loss of thousands and hundreds of thousands of babies. A country-bred woman, speaking of this possible loss of the household magazine, writes: "Twenty years ago the infant mortality among us was an agony. A baby born was re-ceived with both love and terror, for we saw how few were his chances for surviving his first three years. Today the love is there, but the terror is gone. We have been taught how to guard our babies, not only to guard them after they are in our arms but before. For this one thing the magazines are precious to us."

Such action would mean that the farm journals would have to go. These farm journals ring to the farmer all of the latest scientific information about the planting of crops, their care, the raising of poultry and other live stock. Now, of course, is just the right time to see that our vegetables, bushes and trees receive a large increase in scabs and blights, and that the amount of food produced should be lessened! Pro-Germanism this of the efficient variety!

The proposed action would hamper the newspapers, which are the greatest power in this country in the construction of an adequate public opinion and in the development of a national life which we can all share in common. It would mean depriving some households of such newspapers as the Springfield Republican, Boston Transcript, New York Sun, the New York Evening Post, New York Tribune, New York Timer, Chicago Herald, Washington Star, St. Louis Globe-Democrat, Kansas City Star and a score of other excellent newspapers which are as yeast to the thought-life of our country.

Finally, there is the question of the creation of public opinion. Now of all times is the hour when national unity is of greatest importance to us. The

government could not go to work more efficiently to break down this national unity than by depriving the public of its newspapers and its magazines, and making it inevitable that public opinion should receive its future growth sectionally rather than nationally. What is this new Mason and Dixton line which the Gentleman from California is trying to set up? A line which will divide this country nationally and in every other way. Greatly to the advantage of the Germans, we would soon become as a house divided against itself.

The American public has been meeting a great crisis in the best possible spirit of generosity and patience-and patience is indeed a new exercise for the average American. It would seem, as one thinks about this extra "rider," that some actual malice, if not worse, were at work in this proposed tax on national unity and on free education. Assuredly, anything which creates sectional divisions and differences at this hour is pro-German, gives comfort to the enemy. and assures them success. It has become a matter of international importance that we, nationally, should be inspired by the same ideal.

JEANNETTE MARKS.
[Mount Holyoke College]
South Hadley, Mass.

# PROHIBITION AND VICTORY

TO THE EDITOR: A word of keen appreciation of the telling work the SUR-VEY has been doing recently in the matter of prohibition agitation of the right kind, with the ardent wish that still more effective work may follow! Adequate conservation of foodstuffs, fuel and man-power spells nothing less than real war prohibition. Why permit another minute's delay if we believe in our cause, and if we really love our sons and wish them to come home safe again? Why go on longer with this paying tithes of mint and anise and cummin, and omitting the vastly weightier matters of the law? There must be no uncertain sound in the insistent and united demand to have done with this huge anomaly, which threatens to be so disastrous in its consequences, if permitted to continue

The action of my class in Conservation of National Resources may be a hint to other forces that should be mobilized everywhere and at once—therefore I pass it on to the Survey. The following telegram was sent to the two United States senators from California and to the representatives of our districts: "Class in National Conservation, University of Southern California, by unanimous vote, respectfully urges necessity of enacting war prohibition in interests of food and fule conservation. With multitudes of good citizens we make vigerous protest against longer permitting vast amounts of foodstuffs, fuel and man-power to be diverted and wasted in manufacture of alcoholic drink, thus seriously impairing chances of early victory. We insist on fair play to millions who patriotically respond to requests of Food Administration."

Yours for prohibition and victory, ROCKWELL D. HUNT.

[Department of Economics, University of Southern California.] Los Angeles.

# **JOTTINGS**

WILLIAM HOWARD TAFT and Frank P. Walsh, who was chairman of the United States Commission on Industrial Relations, have been chosen to represent the public on the Federal Board of Labor Policies [the SCXXXY for February 23] which consists of five representatives of organized labor and five of employers and employers' organizations, each group selecting one admitted to the proper selecting one admitted to the proper selection on the proper selection of the proper selection of the property of the property or the property of the property of

EXTENSION of time for applying for government insurance has been granted to April 12 for all soldiers and sailors who were in military service before October 15, 1917. Up under the law, 95 per cent had applied, Secretary McAdoo announces. The total insurance applied for was over eight and a half billion oldlars. Camp Dodge, Jowa, ted with more than 99 per cent of its personnel October 15 have 120 days in which to apply.

BIRD S. COLER, new commissioner of public charities in New York city, has dismissed William B. Buck, director of the hospital for tuberculosis patients at Sea View Farns, Staten Island, after preferring charges of neglect against him. These charges were characterized as "trivial and frivolous" by Leonard M. Wallstein, secretary of the Criticans Union, whom Commission of the Country of the Coun

LAST Saturday the Supreme Court of California denied a new trial to Thomas J. Mooney, convicted of participation in the bomb plot which resulted in the death of ten persons during the preparedness parade in San Francisco on July 22, 1916. A petition for a rehearing of the case has been filed, but it is not expected that the court will but it is not expected. The court will be governor or by President. Wilson can now save Mooney. Great hopes had been enterrained because of the recommendation by the President's Mediation Commission, consisting of two employers and two labor men with Secretary of Labor Wilson at the bead, that the evidence in the case was under a cloud of supplying and that Mooney should

SPAIN has lost her most widely known and revered social reformer, Gumersindo Azcárate. Though for long a republican leader, he was honored by all parties. Twice recently was he consulted at times of ministerial crises by King Alfonso, who was rep-resented at his funeral along with the expresident of Portugal, Machado, ministers, ambassadors, professors and working men. Azcarate was president of the Institute of Social Reform at Madrid, and it was at one of its meetings that he was overcome by the attack which the next day ended his life. Social practice and legislation in Spain very largely derives its stimulus and leadership from the Institute of Social Reform. Among recent measures which it has sponsored is the opening of night schools for adults in public school buildings by authority of the minister of public instruction. A national congress has been called to meet in Madrid in April to discuss methods for protecting, educating and reforming delinquent children.

#### PERIODICALS

Fifty cents a line per month; four weekly insertions; copy unchanged throughout the month.

A. L. A. Book List; monthly; \$1; annotated magazine on book selection, valuable guide to best hooks; American Library Association, 78 East Washington St., Chicago.

merican Physical Education Review; nine issues (October to June); \$3; official organ for the American Physical Education Association. Original articles of scientific and practical value, news notes, bibliographies and book reviews. American Physical Education Association, 93 Westford Avenue, Springfield, Mass.

The Child Labor Bulletin: quarterly: \$2 a year; National Child Labor Committee, New York. The Child Welfare Graphic; monthly; \$1; National Child Welfare Asso., 70 Fifth Ave., New York.

Child Welfare Assn., 70 Fifth Avc., New York.

The Crisis: monthly; \$1; National Association for
the Advancement of Colored People, publisher,
70 Fifth Avc., New York.

Mental Hygiene; quarterly; \$2 a year; published by The National Committee for Mental Hygiene. 50 Union Square, New York.

Refer. 30 Union square, store and the Auspiese of Tuskegee Institute, Tuskegee, Ala; an annual; 35c, postpaid; permanent record of current events. An encyclopedia of 450 pages of historical and sociological facts relating to the Negro. General and special bibliographies; full index.

Public Health Nurse; quarterly; \$1 a year; national organ for Public Health Nursing, 600 Lexington Ave., New York.

Scientife Temperance Journal; quarterly; 64 pages; 31 per year; a magazine for serious students of alcobol question; practical articles; ednational methods; world temperance progress notes; reviews. Free to members. Scientific Temperance Federation, 36 Bromfield St., Boston.

Southern Workman, illustrated monthly; \$1 for 700 pages on race relations here and abroad; Hampton Instituta, Va. Sample copy free.

The Survey; once a week, \$3; once a month, \$2; a transcript of social work and forces; Survey Associates, Inc., 112 East 19 St., New York.

## CURRENT PAMPHLETS

Listings fifty cents a line, four weekly insertions, copy unchanged throughout the month. Order pamphlets from publishers.

THE FRITALISM OF LIBERTY. An essay on social evolution by Harry Waton. Published by Marx Institute, 201 W. 142. St., New York. Price 50 cents.

CONSUMERS' CO-OPERATION DURING THE WAR. Albert Sonnichsen. 5 cents. Co-operative League of America, 2 West 13 St., New York.

INDUSTRIAL HOUSING: BETTER HOMES FOR LESS MONEY. Order from John Nolen, Cambridge, Mass.

MAKING THE BOSS EFFICIENT. The Beginnings of

MAKING THE BOSS ETFICIENT. The Beginnings of a New Industrial Regime. John A. Fitch. Reprinted from the Suavax. S cts. Survey Associates, Inc., 112 East 19 St., New York. WAR SERVICE BULLETINS

No. 1, WAR RELIEF, 5 ets.; No. 2, A War Service Program for the Church, 2 ets.; No. 3, Tha Training Camp Problem, 5 ets.; No. 4, Food Conservation, 5 ets.; No. 5, Labor Problems of Wartime, 10 ets. Order from the Joint Commission on Social Service, 281 Fourth Avenue, New York City.

# THE SURVEY'S DIRECTORY OF SOCIAL AGENCIES





# ASSOCIATES INC.

#### KEY

If you know the name of the agency or organization, turn direct to the list-ings (3d column) for address, corre-sponding officer, etc. [They are ar-ranged alphabetically.]

If you seek an unknown source of information, turn to the subject index, following. The initialings correspond to capital letters in names of agencies.

If you meant to know the agencies at work in any great field of social concern, turn also to this index. [They are grouped under major subject clas-sifications, as "HEALTH," printed in capitals.]

Correspondence is invited by the agenciee listed; questions answered (enclose postage for reply) and pamphlets supplied free or at nominal charges. Membership is not required of those seeking information, but offers an opportunity for you to share spiritedly and seriously in your com-munity or profession in an organized movement which is grappling with some country-wide need or cause.

If you are uncertain where to turn, address the SURVEY, and we shall endeavor to get your inquiry into the right hands.

# WARTIME SERVICE

"MARTIME SERVICE
"IJON the SURFEX can serve"
II was the rubject of an informal conference held early in April, in our library, to which we eashed the securious of perhaps neverty national social service organisations. The conference was a until in felling plat as a formation of the service organisations. The conference was a until in felling plat as a means for letting people throughout the country have promptly of needs and national program—how, when and where they can count locally—the and national programs—now, when and where they can count locally—the SURVEY was at the threshold of an opportunity for service such as has seldom come to an educational enter-

The development of this directory is The development of this directory is one of several steps in carrying out this commission. The executives of these organisations will answer questions or offer counsel to individuals and local organisations in adjusting their work to emergent warine demands.

Listings \$3 a mosth for card of five lines (in-using one listing in SUBJECT INDEX by full ame and three by initials), fifty cents a menth for such additional line. No contracts for less than tree months. Additional charge of \$1 for each lange of copy during three-month period.

#### SUBJECT INDEX

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INTERNATIONAL RELATIONS
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HATIONAL ORGANISATION FOR PURLIE HEALITH NURSING—Ells Philips Crandall, R. N., axec. sec'y; 600 Lexington Ave., New York. Object: Ta stimulate the extension of public health nursing; to develop standards of technique; to maintain a central bureau of in-formation. Bulletins seet to mombers.

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HATIONAL WOMAN'S PEACE PARTY—Section for the United States of the International Committee of Woman for Paramaent Peace—Mrs. other, 16 S. Michigan Ave., Chicap. The purpose of this organization is to callet all American women in arousing the nations to respect the sacredness of human life and to abolish war.

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# The





After-Care for an Invasion By Paul U. Kellogg

# IOTTINGS

KALAMAZOO, MICH, has adopted a new city manager plan charter which contains provisions for the election of a commission of seven by the Hare system of proportional representation.

TROY, N. Y. has the distinction of being the first city in the state with a woman member of its common council. Mrs. Parrick J. Kennedy was asked by the mayor to take the seat vacated by the death of her husband.

A SPECIAL feature of the Social Hygiene Society of the District of Columbia, just organized, is a committee on research which will follow all investigations, medical and sociological, of venereal disease and prostitution.

CHARLES AUSTIN BEARD, who recently resigned from the teaching staff of Columbia University because he believed that the dismissal of two other professors by the trustees of the university was an invasion of caddemic freedom of expression, has succeeded E. P. Goodrich as director of the New York Bureau of Municipal Research.

OF THE two housing hills before Congress, the one appropriating \$50,000,000 to propried accommodation for shipyard workers was passed last week. The other one, providing an equal amount for the housing of governmental workers other than shipbuilders, has been reported to the House and is on the calendar.

FRANK A. MANNY has entered the department store of William Filenc's Sons Company, Boston, in the personnel division having to do with the advancement and promotion of employes. He was formerly with the New York Association for Improving the Condition of the Poor, where he made studies of nutrition among children and families.

EVOLUTION and Revolution by Mark Fisher [Charles H. Kerr and Company, Chicago; 10 cents] is sent out with the following notice: "Please accept this booklet in place of the September International Sociality Review, which the United States government has forbidden us to mail. Our plans for the future are somewhat uncertain. You will hear from us again soon."

TOM RICHARDS, general secretary of the British Miners' Federation, figures among the recipients of the king's New Year's honors as a privy councilor. Among the new knights is Edwin L. Luyens, who designed the civic center of the Hampstead Garden Suburb and more recently advised the government on the location and planning of the new capital for India at Delta India at the New Council for India at Delta India

CANDIDATES for the fellowship in socialeconomic research of the Women's Educational and Industrial Union of Boston must file applications before May I with the union at 264 Boylston street, Boston. A college degree is required and ten months' work under the Department of Research. The stipend is \$500, to which are added clerical assistance, equipment and traveling expenses.

CHARLES D. NORTON, who has been a member of the War Council of the American Red Cross since its beginning and has de-

4

voted all of his time to Red Cross work since last May, has resigned owing to the pressure of other business. He is vice-president of the First National Bank, New York city, George B. Case, a member of the law firm of White and Case, New York city, who for some time has been director of the department of law and international relations of the Red Cross, has been appointed by President Wilson to take Mr. Norton's place.

A BILL just twenty-four lines long has been introduced into the legislature of Massachusetts providing for a thorough physical examination of every individual enomitted for a term of thirty days or more to any prison, reformatory, jail or house of correction within the state. The object is to insure that a danger his fellow imputes and also to safer guard against communication of the disease after discharge.

PROVIDENCE, R. I. in the first city to open a municipal bureau of dram and pageantry, under the Board of Recreation, and to appoint a director to introduce these educational and artistic features in the winner work of the recreation centers and in the summer work of the playgrounds. In addition to the larger dramatic enterprises, aiming at the dissemination of civic and patriotic interest of the page of the pag

SONGS of the Open Forum has been brought ont by C. Sirchard & Company, Boston 100 cents a copy; 3 cents by the hundred) for a committee, of which Frof, Grant Drake, of Boston, is chairman, appointed by George National Council. In the preface Professor Drake asys: "Where people congregate for any good purpose, they sing, and forum audiences, above all, should voice their fine ideals in song! With some original music deals in song! With some original music exceeding the control of the source of the control of the control of the source of the control of the control of the control of the source of the control of the source of the control of the control

INTERNATIONAL friendship, justice and good-will and the establishment of a Christian world-order are the objects of a joint committee of the World Alliance for International Friendship through the Churches and the Commission on International Justice and Good-Will of the Pederal Council of the Churches of Christ in America. This committee has issued a pamphlet entitled A New Era in Human History, for use by church study groups. One course of four lectures study groups. One course or rour incures on this subject, gives in a typical suburban church, was attended by 115 people, one-fourth of them men and many of them not previously interested in other mission study courses which had been offered. Similar courses have been started in many other eastern communities. It is hoped to keep alive by this method, in spite of the somewhat narrow nationalism naturally engendered by war conditions, something of that "international mind" which has always been cultivated by the churches.

F. HERBERT STEAD, warden of Robert Bitowning Settlement, London, in furnishing the company of the settlement of the settlement of Religion and Entire in order to represent both American and British resperience he is sending a questionnaire to be answered from this country. Among the most interesting questions are those relating to the effect of the war upon the outlook of settlements. They run as follows: How far has the war affected the outlook of settlements—as centered outlook of settlements—as centered outlook of settlements—as centered outlook of settlements—as centered outlook of classer? As

[Continued on page 667]

# PAMPHLETS RECEIVED

Pamphlets are listed once in this column without charge. Later listing may be made under CURRENT PAMPHLETS (see page 667)

A WAR-TIME PROGRAM FOR LOCAL CRUTCHISM (with emphasis upon churches distant from training camps). Prepared by the Committee on War-time Work in the Local Church, Federal Council of the Churches of Christ in America, 105 East 22d street, New York city, \$1.50 per hundred; \$13 per thousand, postage prepaid.

per thousand, postage prepaid.

Stream Pondation. A digent of judicial decicions and a compilation of legislation relating to the subject. By Stanley D. Montgomery and Prof. Earle B. Phelps. Public Health Bulletin No. 87. 30 cents each. Government Printing Office, Washington, D. C.

D. C.
HEALTHI SUPERVISION IN LOS ANGELES CITY SCHOOLS. Publication No. 1 prepared under the direction of the Superintendent of Schools by Dr. Irving R. Bancroft, director of School Health Department, Los Angeles, Calif.

MATERNITY AND INFANT CARE IN A RURAL COUNTY IN KANSAS. By Elizabeth Moore. Children's Bureau, Rural Child Welfare Series No. 1, Bureau Publication No. 26. 10 cents from Superintendent of Documents, Government Printing Office, Washington, D. C.

How the Soldier Keeps His Nerve. Massachusetts Society for Mental Hygiene, 1132 Kimball building, Boston.

REPORT OF PRESIDENT'S MEDIATION COMMIS-SION TO THE PRESIDENT OF THE UNITED STATES. GOVERNMENT Printing Office, Washington, D. C.

GENERAL CONSTRUCTION SAFETY ORDERS. Issued by the Industrial Accident Commission of the State of California, 525 Mcrket street, San Francisco, Calif.

STREET, San PTANCISCO, CAIR.

BRITISH INDUSTRIAL EXPERIENCE DURING THE

WAR. Senate Document No. 114, Volume
I, Laws, Rules and Orders. Presented by
Mr. Hollis.

How THE RAILROAD TANGLE MAY BE UNBAN-LEAD. Speech of Theodor P. Shouts, President of the Interborough Rapid Transit Company of New York, addressing the Board of Commerce, Detroit, February 5. WELFARE WORK IS BRITCH MUNTRION FAC-TORING BUILTING TO THE PROPERTY OF THE WILLIAM OF THE PROPERTY OF THE PROPERTY OF THE VIEW PROPERTY OF THE PROPERTY OF

D. C.
HOURS, FATIGUE AND HEALTH IN BAITISH
MUNITION FACTORIES. Bulletin of the
United States Bureau of Labor Satistics,
Whole Number 221; Industrial Accidents
and Hygiene Series, No. 15. 15 cents from
Superintendent of Documents, Government Printing Office, Washington, D. C.

EMPLOYMENT OF WOMEN AND JUTENLES. IN GREAT BERTAIN DURING PIE WAR. Bulletin of the United States Bureau of Labor Statistics, Whole Number 223; Women in Industry Series, No. 11. 15 cents from Superintendent of Documents, Government Printing Office, Washington, D. C. DEMOCRACY TIE BASIS FOR WORLD-ORDER, BY

DEMOCRACY THE BASIS FOR WORLD-VANCE, ..., Frederick D. Bramhall, instructor in political science, University of Chicago. The University of Chicago War Papers No. 3. 5 cents each; special rates on lots. The University of Chicago Press, Chicago.



# After Care for an Invasion'

By Paul U. Kellogg

EDITOR THE SURVEY

T a house on the shore, near Rimini, we found a group of twenty refugees, farmers from San Vito del Tagliamento. There had been twenty-one of them; but a seventeen-months-old baby had been ill at the time of their flight, the train on which they were brought from the war zone was held up for thirty-six hours, and he died at the station from exposure. The father, a lieutenant in the Alpini, had received word of the death and was here for a few days to see and comfort his wife.

The group was made up of an old grandmother, one married daughter, the wife of a son now in the military hospital, and grand-children. Both of the young men had been volun-

teers since the beginning of the war.

When the Austrians came down in late October, the grandmother had started out ahead of the younger women in an ox-cart. Four children came with her. The daughter had stayed on a day longer than the others, in the hope of saving some of their things, but a bombardment had set in and she had to leave without anything. This daughter walked eighty kilometers before she got on a train. The train was bombed. Altogether it took her ten days to overtake and find the rest of the family. The grandmother showed us the treasures she had herself brought from home. She had torn from its frame, to save it from the Austrians and bear her company in her flight, the canvas of an oil painting of her dead husband, a soldier with Garibaldi. His was a strong, free face, broad of brow and hairy as Walt Whitman's. His features were brought out even better in a photograph which the widowed grandmother carried in a frame and with it the four war medals which had been granted him for gallant service. But she had another treasure-more prized if anything than any of these other relics of her man. She unrolled it for us-his red shirt of the war of liberation.

She had, also, a bit of the shell which had wounded her son, two months before, worn on a string around her neck. And in the yard was another treasure trove or fellow refugee, as you like; namely, a shaggy profughi dog, which had come all the way with the family. They had been proprietors, these farmers, had owned their own home: had lost everything. They found the empty house on the shore cold and Tribia to the final strike in a prires of three. The first and second were published in the Sexvex for February 2 and February 2 wange the title. Seven Weeks in Italy, the Response of the American Red Cross to the Paris and it is reprinted to the United States.

bare, if sumptuous; they had blankets enough, but not enough food. They were casting about in their minds as to what next; and their experience may well illustrate three stages in the concern for refugees.

THE FIRST STAGE in caring for the back-wash of invasion—the sudden rush from farmhouse and village and town, afoot, in wagons, in camions, to such points on the railroads as they could get passage—was passed when the American Red Cross entered upon its emergent work in Italy.

Its participation began under Murphy; Taylor Stanton and Hunt in the second stage-the government transport of trainloads of refugees from the war zone to the great distribution centers and thence to the provincial capitals. But such was the congestion that by no means all of its larger consignments of supplies, however rapidly gotten together and shipped, reached their destinations while the flood tide was in transit. Had the stream continued, or doubled or trebled-and of that there were tense forebodings-they would have been ready at hand. As it was, through such supplies as got through; such canteens as could be opened, as at Rome, Chioggia, Genoa, Ancona; such helpers as could be sent out, or mustered individually or in committee, as in Genoa and Milan; and, more especially, through rapid advances of money to consuls and field delegates and Italian agencies, who laid their hands on things to be done locally, as in Leghorn and Florence and Venicethe Red Cross played a spirited, if scattered, part throughout November.

And as it was, its supplies were employed forthwith to help meet the no less emergent needs of a third stage—the immediate care of great bodies of refugees at points of settlement. Of the need for that help every day's mail in early December, every report from field delegates and traveling inspectors, added to the weight of testimony. This testimony came from Sicilian towns, where work was difficult to obtain and local milk was unobtainable for mothers and children; from villages where refugees were sleeping on the ground and whole families where refugees were sleeping on the ground and whole families in the Appennines where the corn crop failed, last year; from towns in Emelia where refugees were still sleeping on the damp straw without beds; from seacoast villas, fair to the eye but void of blankets; from crowded tenements in Naples—the antithesis of the clean, open country of their origin; from the antithesis of the clean, open country of their origin; from



THE DESERTED WATER-WAYS OF VENICE

A view of the canal and the bridge of the Rialto, at a time when the population of the
city had shrunk to 60,000

industrial districts in the Northwest, where work was plenty but where there were nonetheless great numbers of broken families, sick, or infirm, or without bread-winners, and where fuel was scarce; from wherever, throughout Italy, refugee families were without adequate footwear and underwear, with scant bedding and without the rudiments of household life where food was short before the refugees came and the people formed in long uneues for their meager daily allottnents.

In addressing itself to this third stage-and to the winter's task before its permanent Italian commission, which reached Rome in late December, two main lines of procedure present themselves to the American Red Cross: (a) The establishment of distinctive relief agencies of its own, such as a hospital, a refuge, a popular kitchen, a station canteen, a housing committee; (b) Work through existing Italian agencies, through grants of financial assistance, supplemented wherever possible, by appropriate forms of personal service. In general, the Red Cross committee of investigation which toured Italy in mid-November,2 favored the latter method, as the more permanent. It recognized, however, that local conditions might require direct action and did not wish to recommend any policy which would make it impossible or even difficult when the conditions required it. The system of responsible regional delegates for consular districts [outlined in the SURVEY for February 21, working closely in conjunction with American consuls and Italian officials and agencies, afforded a framework flexible enough to serve both cooperative and direct action. In this connection the Italian high commissioner for refugees issued a statement in late November calling on the prefects to second the work of the American Red Cross, to "put the delegates of that most provident institution in friendly relations with all our committees" and permit the Americans "freely to expand their activity without bureaucratic hindrances."

Turning from questions of organization to the substance of the relief problem, the committee took up the challenge of

\*\*Ernest P. Bicknell, Red Cross Commissioner for Belgium; Edward T. Devine, chief of the Bureau of Refugees, Department for Civil Affairs, France; and the writer.

circumstance, now that the first emergency calling for assistance in leaving home and in transit had passed. Its findings, as drafted by Mr. Devine, offered a program for dealing with a civil population dispossessed by invasion, at once more opportune and constructive than has been promptly to hand in any similar emergency; but one which, it is to be hoped, aside from its practical bearings in Italy, may have only historic interest. It drew on experience in France and Belgium; it sought to forefend against settled evils which the three years had revaled, and it applied the general principles of disaster relief developed by American social workers in handling the results of floods and other natural calamities.

This concluding Italian article will follow the main outlines of the committee's report.

It took up, first of all, the possibility of a further retirement-for example, to the line of the Adige, which would affect several large towns, including Verona, Vicenza, Padua and Rovigo. Definite orders had been issued by the Italian government against the evacuation of this new territory, even in case of invasion. The inhabitants had been officially advised to remain where they were, chiefly no doubt for the reason that with the current limited supply of food it would be impossible to care for so great an influx of population in the remaining part of the country, and also because property would be sacrificed which might be preserved by the owners if they remained to look after it. While these reasons were valid, it was to be auticipated that in case of retirement there would be a great exodus on the part of those who would not wish to remain within the enemy lines. Such a retirement, as a consequence, would be accompanied, like that from the Friuli, by all the more confusion and hardship because not included within the plans of the authorities or even contrary to their policy. To quote the report-which would have application in case of any untoward military developments this spring:

The American Red Cross should be ready to cooperate in meeting any such second emergency. The first came without warning, but for any preventable hardships resulting from further possible retirement there would be no such excuse. Ample supplies of blankets, clothing and food should be collected as far north as Bologna, in greater quantities in Florence and in the larger centers to which the refugees will be sent—to the West, to the South and the South the refugees will be sent—to the West, to the South and the South cast. For those who move westward the natural place for the storehouse would be in Milan, where the Umanitaria, to which we have referred, the Bonomeili, a smaller organization with similar faelilities, official authorities. For those who go down the East coast, the stores and hospital faelilities established for the Venetian refugees at Rimini and food and clothing stations at Ravena and Ancona would come into play. The main stream, however, would come through the central funnel at Florence and we would emphasize the great importance of having extensive stores at Bologna and Florence, available for instant use by the proper agencies in those places on south a relief program could be worked out more deliberarily at Turin, Genoa, Naples and in Sicily, but at each place we should be ready to give assistance at the very moment of arrival.

Aside from the possibility of a second great emergency, there were certain special movements of population in which the American Red Cross had a legitimate interest. The most important of these was the continuing evacuation of Venice. Apart from any question of a nearer approach by the enemy. it had been thought advisable, as already pointed out in these articles, to evacuate dependent civilians from this city. Fortunately it was possible to plan this deliberately and in such a way as to prevent the indiscriminate scattering of the population, although many inhabitants of Venezia were, of course, included in the original rush of refugees to the South and West. The gradual removal, insofar as it was subsequently carried out, contrasted with what happened in the first days of the invasion, and has been compared with the swarming of a hive. Upwards of twenty thousand colonists were thus taken to certain villages selected for the purpose in the neighborhood of Rimini. Many of them had been employed in Venice in workshops established for the purpose of giving needed employment to women, and the equipment of these shops was transferred bodily. With Red Cross funds, a hospital for the benefit of the colony was put in charge of a Venetian physician, a member of the Italian Red Cross. Altogether this was an extraordinarily interesting experiment to which the American Red Cross gave assistance, in the hope that it would influence the handling of the refugee problem elsewhere.

Another special problem to which the committee called the attention of local authorities was that of the children in the actual fighting zone. In its visit to the Piave front it saw scores of such children near enough to be under shell fire. Here the plan adopted behind the fighting lines in Belgium was recommended, for gathering up such children and caring for them at points not too distant from their homes, where schooling facilities could be provided and their parents kept informed as to their whereabouts and welfare. Thus the reproach of exposing children of tender years to the physical dangers of the actual front could be avoided.

A third task discussed by the committee with General Diaz and with the local authorities of Padua was the removal of the aged and the sick from the fighting zone and from the towns immediately behind the front. The subsequent bombing of these towns gave immediate point to this concern, apart from the possibility that fighting should sweep through the district, and apart from the general policy mentioned that in case of invasion the civilian population should remain. A sum of money was left with the chairman of a provincial committee at Vicenza, a bishop whose palace yard harbored incidentally some picturesque fugitives—the bells from parish churches in the battle-torm mountain country to the North.

The committee made its report in the third stage already referred to as the period of arrival and first settlement, or, more accurately, as the period of distribution. There were still many refugee families in every part of Italy sorely in need of blankets, mattresses, underclothing, warm suits and shoes, and food. Therefore, although the first mergency was past, the committee held it to be essential

that the American Red Cross, both at its central headquarters and in its local organizations, should hend every effort to get supplies of these things as rapidly as is humanly possible, acutally delivered to the suffering families and individuals. This should he a first responsibility on all local workers to supplement what the official as our resources go that every refugee acutally has these essentials. Responsibility as to just how to do it should be decentralized, but



THE BOOKS PALACE, VENICE, IN NOVEMBER

Note the boxes over the capital of the lower pillars, the temporary brick-work between
them to support and protect the building, and the wooden beams between the columns
of the upper arcade



CHURCH OF SANTA MARIA NOVELLA, FLORENCE

Here and in adjoining buildings 0,000 refugees were sheltered

emphatic and repeated insistence that it should be done should go persistently from headquarters to every locality where we are or can be represented. The general problem of food is, of course, one for the government, but condensed milk for babies and other kinds of special diet can be included in our supplementary relief measures.

The first of the more permanent problems of resident refuses was that of health. Suffering and privation had left their mark on hundreds of men, women and children. The health work took various forms, as for example, a special refuge for sick and infirm, established by the American committee in Milan; the taking over of beds in existing hospitals; the organization of a traveling dispensary at Rimini, and the systematic inspection of refugee families to discover persons in need of medical care or nursing, by the physicians of the prefecture at Messina. Better than any of these, the committee advocated:

well-rounded health centers with various special services by American dectors and nurses who could familiarize the communities in which they work with the methods and ideas of American preventative health work. This again would be in line with plans which the French communities, and if such health centers could be established with the cordial approval and cooperation of anaitary officials and physicians of the local community they might become the most inspection of the control of

Next to health, the most urgent refugee problem was that of housing. The committee found refugees living in hotels,



THE BED CROSS COMMITTEE OF INOURN

Outside the American consulate, Venice, November, 1917. Consul Carroll (in civilian clothes) had the distinction for two years of being the custodian of the Campanile, neutral guaranter that it was unused as an observation post, and holder of the only key to the tower hospitals, convents, schools, all kinds of converted buildings, some admirable as far as physical comfort is concerned, others leaving much to be desired even in this respect. It held that

this manner of life is one which should be ended as soon as possible. Even if clean and warm and commodious, they seldom afted possibility for a pormal home life, for privacy, for antural employment with the properties of the properties of the strength of the properties of the strength of the wards of a hospital under conditions as in strutionalized as those of an almhouse, as promiscous as those of the steerage of an ocean liner. They had excellent beds, comfortable mattresses and the constant statenion of a doctor. Men, women and children were living, eating and sleeping in the same large ward. If they had been in need of hospital eare it was immediately forthcoming; but they were quite well and able-bodied. Here they had been than three weeks with nothing to do except to matched been for more than three weeks with nothing to do except to matched bods and keep the ward in order. This is only an extreme historic bods and keep the ward in order. This is only an extreme historic bods and keep the ward in order. This is only an extreme historic bods and keep the ward in order. This is only an extreme historic bods and keep the ward in order. This is only an extreme historic bods and keep the ward in order. This is only an extreme historic bods and keep the ward in order. This is only an extreme historic bods and keep the ward in order to the contract of the properties of the pr

naturally be taken into account. Of course, the worse conditions are not to be found in the refuges, but in overcrowded rooms in private tenements or in old and filthy hotels. We have frequently seen eight or ten, and in one instance as many as fifteen, persons in a single living-room and it is an urgent part of the housing problem to enable such families to move from their congested and unsanitary "furnished" rooms into decent dwellings. We must bear in mind that the refugee families have in many instances been accustomed to very much higher standards of living instance over accessions to very moch ragine annual of our manifest where they now are. Many of them of no property and of them flowers the manifest where they now are. Many of them own property and of them household goods, which they have had to leave behind. They are in the position of people who have lost everything by a fire or a flood. They are not in danger of being fujired by prompt for or a flood. They are not in danger of being fujired to the prompt of the property and generous assistance in such an emergency. They are in grave danger of demoralization and injury from being left in their destitute condition without employment, without the privacy and whole-some atmosphere of family life, and without the social environment of the neighborhood, to which they have been accustomed. The best form of relief, therefore, would seem to be assistance with furniture such as would enable them to take suitable accommodations in a place where by their own labor, supplemented by the government allowances, they can become self-supporting. To make good some part of their war losses in this way would be analogous to social

Various estimates made for the committee by practical people put the cost of supplying beds, table, chairs, cooking utensils, etc., at from two hundred and fifty to five hundred lire per family. In Naples and Palermo, the committee appropriated fifty thousand lire each to be used in this way and recommended that some such work be developed in every community in which refugees were likely to remain. The American Radiator Company in Milan helped meet the need for beds by turning the pattern room of its factory in Brescia into a temporary furniture factory. In some localities an intermediate step was being attempted by moving refugees from congregate shelters, cheap hotels and barracks in the neighborhood of stations into better-class hotels or other buildings. There was some objection to this step, but as carried on by an active committee of hotel men in Naples, the considerations in favor of it were convincing.

In general, the housing problem was found to be closely associated with that of employment, which at the outset treeived comparatively little attention. Reference has been made to the Venetian plan of holding groups of workers to gether and moving the industrial unit as a whole. In several communities workrooms were early established by varies agencies, ranging from very informal attempts to enable women to make the clothing for their own families, to the large and well-equipped factory in Rome conducted under the auspices of a civic committee to which the American Red Croscottributed one million lite.

In two cities the committee gave money to aid in maintaining workrooms. In connection with such workrooms, or even independently of them, where women were regularly employed.

there had been established in some instances day nurseries or maternal schools where young children were cared for during the working hours. All such plans gave rise to the familiar problem as to whether women should not be aided to remain with their own children, rather than helped by means of such agencies for the care of their children. A special question hung on whether the governmental subsidy was to be discontinued when wages were earned. While some latitude was given prefets in this regard, the general policy was to continue onehalf the subsidy after the refugee had taken employment.

In a few instances, as at Milan and Turin, employment agencies, official or voluntary, early attempted to find work for refugees, and at Messina inquiries were set on foot by the prefet among the various towns of his province, which would enable the refugee population to be distributed in accordance with opportunities for suitable employment. The Ministry of the Interior in Rome stated that this whole subject, which was perhaps necessarily ignored during the first great rush of refugees, was receiving serious consideration and that the ministry was relying on the prefets to organize local employment agencies or other means of placing people according to their aptitudes and experience. An interministerial advisory committee has been appointed; and the committee of inquiry held that if the American Red Cross cooperated in hastening the organization of a national scheme for dealing adequately with the subject it would be a very wise and appropriate use

Still another problem to which its attention was called in more than one community was the moral hazard to young girls arising from the enforced movement of population. Attractive young girls from country districts in the far North were to be found in the streets of Naples exposed to dangers to which they are wholly unaccustomed and against which they had not been protected by their education or their previous experiences of life. Not only the ordinary dangers inevitably resulting from separation from their kindred and friends and the safeguards of their own home neighborhoods, but the actual menace of the white-slave traffic had to be taken into account. A committee of women had been formed in Naples for the protection of these refugee girls, and in Palermo the Red Cross gave a thousand lire to aid in opening a building formerly used as a monastery, as a home for orphan refugee girls of from twelve to eighteen years of age. Here was an opportunity for American women to participate actively, either by committees formed especially for this purpose or through some existing society.

Because of limited time and because of the prominence of the refugee problem, the committee gave only incidental consideration to the question of assisting families of soldiers, or to that of aiding other civilian victims of the war, such as widows and orphans, soldiers disabled by wounds or discharged because of tuberculosis or other disease. It was felt to be desirable that the American Red Cross should help meet these needs if its resources permitted, but it was pointed out that fundamental to all of them was the amount of allowance made by the government to soldiers actively in service, to discharged soldiers, to the families of soldiers and to refugees. With the scarcity of food and fuel and the constantly increasing cost of both, the committee received frequent suggestions that Red Cross funds be used to supplement these allowances. The committee reported:

Obviously, neither the American Red Cross nor any other private agency can undertake to make good the shortages in income and food supply of a nation. Soldiers' families and refugees—and, for the most part, refugees belong to the families of soldiers—make up a large part of the population of Italy.



ON A SUNNY STREET IN SICILY
Group of country boys from the North

If we were permitted to make only a single recommendation (in the hope that it would be adopted) his would be that the American Red Cross should use its utmost influence to secure the importation of food into Italy during the next few weeks and months. Fuel is also needed, but, above all, wheat and corn, cornmeal being especially the whole population, but the refugees, whose needs we have been asked to investigate, are naturally at the very margin and their meeds in this respect may therefore be taken as the ultimate need of the country. We have frequently been told by Italians in responsible to the present crisis than either men or munitions from America.

Clothing is also needed, especially underclothing of all sizes, and materials which can be made up into clothing. Fuel is needed—urgently needed—for cooking the meals of the poor as well as for running trains and factories. But the elementary food supplies should be given precedence. . . .

We are, however, of the opinion that, although the American Red Cross must leave the viral question of a general food supply to governmental and commercial agencies, we should ask for the largest permissible alloment of carge space for the importation of condensed milk and hospital supplies (for civilian relief as well as for military hospitals), underclothing, warm outer clothing, shoes (all made up into underclothing, and children's clothes. Such supplies as can be imported or purchased in this country will be needed, as we have indicated, for two main purposes: first, to meet the scute needs during the winter months of refugees and other civilian families in the places where they are living, insofar as such needs can not be met by Intains official and voluntary agencies; and, second, a second emergency if it deced places in sufficient quantilies to meet a second emergency if it is considered.

Provinces which had less than the government minimum of flour for the winter months ahead were saddled with thousands of refugees. The need was universal and urgent. A picturesque story is told of the ingenuity of a lieutenant representing the Ministry of the Interior in meeting a food



Many walked five days before reaching the trains, and then it took eight days and nights to get to their destination in the south of Italy. Large numbers of families became separated and all newspapers and long lists of inquiries

crisis in one of the Adriatic coast towns. Six thousand refugees had been installed in empty summer resort buildings along the shore. They had had no bread that day and the town itself was on short rations, the people standing in the queues. If the refugees went many hours more without food it was feared they would descend on the shops and a riot would result. Yet the local authorities were without supplies and the town baker said that flour was running so short that he only received each night sufficient for baking the meager allotments of bread for the next morning. "But." he was asked, "what would you do if there were a fire in your bakery at night and it burned down, bread and all?" He would call up the provincial capital, he said, and get them to hurry over bread from their central stores to stave off trouble. The lieutenant took him at his word and stepped to the longdistance telephone. A camion full of bread responded to his supposed fire-call and he tided over the situation.

Subsequently, at Paris, when the inter-allied conferences were on at Versailles in January, the Red Cross submitted evidence as to the food situation in Italy to the representative of the United States Treasury Department. This independent testimony of American observers was immensely timely in its bearings on the reconsideration of allotments of shippoing tonnage.

NEXORABLE circumstance not only made the report of the earlier Red Cross commission of inquiry to Italy out of date, but found the Red Cross without a field staff there when the emergency came at the end of October. By the swift despatch of trained men and supplies from its French organization, and the prompt volunteering of Americans resident in Italy, it recouped the situation.

The temporary staff returned to France in December, leaving the field free to the new permanent Red Cross commission to Italy, operating under the commissioner for Europe, with headquarters in Paris. No attempt can be made here to chronicle the work of the new body. But it should be pointed out that for its permanent organization, the American Red Cross has entered upon what the allied armies and governments have seen the need for and are only now approaching—unified action along the whole western front.

The emergent work carried on in seven swift weeks, intervening between the coming of the Red Cross emergency men and their successors, has been set down in these articles—the physical relief and the spiritual reinforcement which hurtled obstacles at a time when to operad a single blanket more in an aille or stick up a flag at a station counted incalculably. More important, underneath that emergent work, went forward under Commissioner Murphy the laying of foundations for a permanent work, kindred and comparable to that in France.

One of these foundations was the constructive program of help for refugees through which the Red Cross is cooperating in preventing here what happened in France—the crystallization of abnormal living conditions, as untoward in their consequences as the more spectacular flight from Friuli.

Through Mr. Bicknell, who remained in Rome throughout December and January, the experience and investigations of the earlier period were with rare ability brought to bear in molding the work for civilians along constructive lines.

# F. W. Matthiessen—A Trustee for Democracy

By Graham Taylor

HEN the SURVEY presented the unique development in and related to the Tri-City High School, jointly possessed by the adjoining towns of La Salle, Peru and Oglesby, Ill. [October 7, 1914, Building a Civic Center Around a Tri-City High School], the modesty of the man to whom these cities owed their chief distinction and pioneer industries forbade even the mention of his name. But now that their first citizen has finished his citizenship at the ripe age of eighty-three, the name of Frederick W. Matthiessen should no longer be obscured either by his own self-effacement or by the democratic motive and manner of his public service. The spirit and civic loyalty of the man are so exemplary that they should be set forth as an incentive and enouragement to others for making their industrial leadership serve their citizenships.

Coming from Germany with the best metallurgical training and equipment which its most scientific university training could furnish him and his young fellow-student partner, E. C. Hegeler, he located their pioneer zinc works at this point in Illinois after a wide search for a location near the best natural deposits of the soil and where transportation facilities would develop and radiate most widely. While his fortune was increasing with the growth of his diversifying industries, he never seemed to forget that he was debor to the towns which were the base of his operations, whose citizens he never failed to recognize as his neighbors and fellow workers.

For ten years at their insistence he served them as mayor. His first administrative act was to change the pending plan for the water works of La Salle from that of a private corporation to a municipally owned and operated plant. Although the city had previously incurred a debt beyond the legal limit, the water bonds sold the more readily because they bore his name. As his own contribution to the enterprise he installed the best pump he could secure, which after many years of service still supplies the city with water. A costly sewer system soon followed, and the city was also enabled to own and operate its own lighting plant. After he resigned as mayor he offered to cancel enough of the debt of the city to bring it within the legal limit if the citizens would raise \$5,000 for some new local improvement. They did so by installing a boulevard lighting system, and Mr. Matthiessen forthwith cancelled \$46,000 of the city's outstanding bonds.

On and on he went, as his own gifts could stimulate his fellow citizens to do their part in meeting public needs, or in inspiring them to secure unique advantages for their town. Thus bridges, roads and fences were built. The tri-city high school was erected and then remodeled. To its equipment Mr. Matthiessen himself added a manual training and domestic science building. The hygienic institute developed from his selection and employment of a high grade bacteriological and sanitary expert to serve the three towns, in cooperation with their health officers, under the title of Tri-City Health Department. With it he connected a scientifically equipped milk station as a memorial to a daughter who had died. A dental addition was made. An isolation hospital was planted in one of the towns. A fine medical library completed the great equipment of the institute, which he endowed with a fund of \$150,000.

Taking occasion of the need for a separate boiler plant he proposed that if his fellow citizens would contribute \$25,000 he would erect a recreation building, which he did at the cost of \$100,000. This great equipment, including a fine swiming tank, was soon supplemented by an athletic field covering several acres, with an outdoor swimming zool and well-appointed bath-houses. In these public enterprises he invested over half a million dollars. His private beneficences in and beyond his own community are uncounted, and by him unnoted.

Along with and beyond his gifts of money, Mr. Matthiesen gave himself, his time, his rare intelligence, his business ability and his vision of the future. His training and practice in the exact sciences seemed to increase rather than diminish its tasts for wide reading, his passion for the philosophic interpretation of history in the making. And yet his deeper misght and farther vision inspired and intensified his desire to serve his belief in democracy. That faith was not only an ideal and a philosophy with him, but it was his life. He

lived it. Although his simplicity and modesty so controlled him that he could neither obtrude himself upon others, nor court the attention of others to himself, yet he willingly shared with the whole community all he was and much that he had. Drawing only a small circle around the privacy of his countryside home, he threw open to the public the rarely beautiful Deer Park surrounding it.

To a rare degree Frederick W. Matthiessen fulfilled in his personality and achievements both the ideals and exactions of a democratic gentleman as defined by Prof. H. S. Nash in his Genesis of the Social Conscience: "He is a gentleman in a true democratic sense just in the measure that he has the art of finding himself in an ever-growing number of person of all sorts and conditions. He must face all that is disagreeable and problematic in democracy, concealing nothing, blinking nothing away and at the same time he must keep his will strong and temperate, so that its edge will never turn. To meet all his social obligations properly, to pay all his political debts joyously, never to throw a glance over his shoulder to the monastery—this is a mighty day's work."

And this day's work of his is done, but his spirit will live and spread, for it is a part of the very life of the community, of which one of his fellow citizens who knew him longest and best called him "trustee."

# Tapping New Reservoirs

# An Experiment in Neighborliness

By Mrs. John J. O'Connor

DISTRICT SUPERINTENDENT LOWER NORTH DISTRICT UNITED CHARITIES OF CHICAGO

HE whole world is disturbed. Everyone's world is disturbed. Our nation, our city, our homes are changed. Every resource, national and local, in industry, in the professions, in society, is being mustered to meet the constant, often sudden demands. Home charities are trying to adapt themselves to the clange—from interests in home and home city problems to the nation's needs. Local contributors have in great numbers become contributors to national agencies; local volunteers are pledging and giving service to national organizations; even local charities are finding ways to serve the whole country.

Still the home is here; the city is here; the local poor are here, in increased numbers. In this situation local charity must conserve its every resource; it must find and tap new reservoirs of strength and support. As often happens, these new sources of strength are really old, but unrecognized and undeveloped. We have found at our hand in the Lower North District of Chicago a kind of helpfulness, a source of strength that has always been present, always active, but never organized, never related to our program—a tremendous power, but never harnessed to work steadile.

That helpfulness is a vital interest which is easily awakened in one poor person for another, is expressed in the old idea that the poor are good to the poor. Once recognized, it was easy to begin its use. Thus grew the idea in the form of the Group of Good Neighbors, which is proving a source of great strength, not only to the organization, but to the group itself.

Because we were confident that those who had received assistance from us would be eager to pass that service on to others, we asked as members the poor whom we knew-people without money or material resources, but capable of valuable personal service; people who, because of their experience in being poor, had common sympathies. They know what it means to live a hand-to-mouth existence, to depend on casual and underpaid employment; they know how little incentive there is to women, hard-worked and poor, to keep person or home attractive and clean; they know what sweatshop labor does to minds and bodies; they know what happens to men who are underfed, discouraged and hopeless; they know why children are stunted and rickety; they know the heavy burdens of debt and sickness and disease. They, more than we or any others, can give the sympathy and comfort of the things so inexpressible in words, but so well understood in the outstretched hand and the words, "I know." Has not the emphasis too often been placed on economic issues and too little on the warm, human, kind service of good neighbors?

An attempt was made last year in the district work of the Chicago United Charities to change the attitude of social attack. Too often has the emphasis been placed on the tragic affairs of the past, rather than the happy opportunities of the present and future. Someone has said that you can get as much out of "bein' happy as bein' miserable, only you get it quicker"; and this method of getting results was applied to social work. The objective was the home, so often a place of

worry and disorder and tragedy. Here was it worth while to attempt transformation, to bring in light and inspiration. Good times were planned for our people in their homes. and the families themselves were made as responsible as possible for the entertaining. Luncheon parties were popular, for they gave better opportunities for social intercourse and stimulating home interests than many other forms of meeting. The hostess, who had developed pride and interest in her home under the visiting housekeeper, arranged and cooked and served the luncheon. The meal was a lesson in dietetics and a strong argument against sausage and sweet rolls and chocolate eclairs of the much-used delicatessen shop. After the meal, which was the subject of much comment and discussion, the afternoon was spent in sewing, reading and songs, The home was the object of much interest and as the hostess had housecleaned at least two weeks for the social event, many guests were stimulated to a new pride in cleanliness and order and attractiveness.

The organization of the Good Neighbor Group is simple. Each field visitor gives to the worker who is in charge of the group a list of individuals from her families who are able and willing to serve. The worker then meets these people either individually or in groups. Each woman signs her name to the membership card with the kind of help she can give and the time it can be given. Later, a special request for her services is made and under the supervision of the visitor she starts her work. Once a month the Good Neighbor Group meets, the work is checked up and a report is given of the service rendered.

Though the plan has only recently been formulated, the results have been helpful and stimulating. Never in our eager search for volunteers have we met with such universal and immediate response to our appeal to aid as among these people. In every case they have replied that they will do anything we ask. In fact, the mere thought of giving, instead of constantly receiving, seems to bring pleasure into their uneventful lives.

The mutual assistance rendered so far is worthy of mention; sewing, cooking, cleaning, care of children whose parents are incapaciated, caring for invalids, taking patients to the dispensary, and giving practical nursing to persons under medical care, on the advice of those in charge. Many of the women prefer sewing in our district office, helping to make new garments, or to recut and repair old materials. The reactions from the people themselves have been interesting. One woman, when asked if she cared to join the group and to give her service for others, said, "Sure! I'd do anything for a change!" expressing quite tersely the need for breaking the drab monotony of her life and theirs,

Our one possible exception to the rather eager expression of a desire to serve came from an Italian, who said, "We come to America to better ourselves, not to help others; we want help ourselves." But is not that a strong indication that there is a distinct need among some of us for education along unselfish "give-and-take" lines? Carrie S., a big, husky woman, was quite overcome when little Mrs. F. came to help her. She said, "You, a tiny little thing, come to help me, great big thing that I am! It should be the other way around, and I'm going to do it, too!"

Old, little, blind Mrs, M, said to our field visitor she had never been so happy in her life as now. "Having these Good Neighbors come in to cheer me up helps me, not alone by the things they say and do, but by the thought that they really want to come, and are doing it in a neighborly spirit. The people who come through you are much more cheerful than those people who used to come in before. They grumbled too much and used to make me sad talking of their own troubles." Mrs. R. said, "It always makes my own troubles seem fewer and gives me a thankful feeling every time I come home from being a good neighbor to Mrs. M., who is so old and blind and helpless and alone-and yet so cheerful. I, at least, have my children and my health.'

We want the reaction this service will bring to our people, We hope that everyone in our district will realize through personal experience that the great value of service is in giving and not in receiving. We want everyone to gain the selfrespect and dignity and satisfaction which come to those who endeavor to improve living conditions and to better human lives. We want them to become co-workers in mind and heart with others who are doing similar work, whether as individuals or from an agency. We want every resident of the district to know the stimulation of being up to issues bigger than themselves. We want everyone to have the chance to serve without stint.

We feel that if our contact has been friendly, it will not be hard to arouse and develop the spirit of friendliness and helpfulness so vital to real neighborliness. Our people will be more intelligent, more friendly. There will be a tendency to "uninstitutionalize" philanthropy and all giving of reliet.

This is greatly needed today, for, as our cities have grown and our social agencies develop, charity has become impersonal and increasingly public. The poor of today are anonymous and remote. They are no longer our poor neighbors. Indeed, one doesn't know the neighbor of his own circumstance, let alone his poor neighbor, many miles away on the other side of the city, up a dark street of one-story frame buildings. Intimate, personal, neighborliness of the well-to-do in our city today must of necessity be expressed through an organization, if we are to avoid the evil of indiscriminate giving: but if we can strengthen it by adding the neighborliness of the poor, we will make what appears a stronger combination for the accomplishment of good.

#### TO THE HOME SERVICE VISITOR, BOSTON, MASS., 1918

SING Home Service marching in the van! Blest Guardian! Sweet Sympathy, her soul in khaki clad, Makes sad hearts glad. Thanks for the Volunteer! What hope 's in Her! The ever-welcome Red Cross Messenger.

Laura G. Woodberry.



#### THE FOLLY OF FREEDOM FOR FOOLS

THE biblical injunction against calling thy brother a fool is falling into the ling thy brother a fool is falling into worthy now to call him a fool before the whole world, if that is what he is, as to have him arrested for law-breaking. At least eight states have conducted surveys within the past two years and eight months to count the number of fools in their population, and seven have appointed official commissions to study the whole question of foolshine of foolshine of the foolship the study the whole question of foolships of the foolship the study the whole question of foolships of the foolship the study the whole question of foolships of the foolship the study the whole question of foolships the study the study that the study that the study that the study that the study the study that the study the study the study that the s

In all of this, the endeavor is to shut up fools-not in the sense of giving the wise men a rest by inflicting silence, but in the sense of permanently incarcerating those who otherwise might beget foolishness. Thus, legislatures have appropriated nearly half a million dollars to take care of fools, and another halfmillion is pending, Private philanthropy has donated \$121,000 for the purpose. Nearly every state in the union has at least begun to think about its fools, and at least twenty have, within the period of time mentioned, taken active steps to serve both the wise and foolish by keeping them permanently apart.

All this has happened during the brief lifetime of, and largely because of agitation by, the Committee on Provision for the Feebleminded. Much else has been done without its help. The com-mittee was organized in June, 1915, and has sent lecturers and field workers from its headquarters in Philadelphia throughout the country to arouse interest in the feebleminded. Its success is already written on the statute books of many states and in the improved care given to this class of the population. Although its expenditures have averaged only \$18,000 a year, the war has seriously cut down its income, and there is danger that it may have to close its doors.

Yet it was this committee that promoted and financed the work of the initial committee of psychologists that made possible the application of psychological tests to the men of the United States draft army. Major Robert M. Yerkes, director of the psychological division of the army, wrote to it: "We feel that we owe to you the initiation of our work."

In following up this work, the committee feels that there is a great field ahead. Approximately 2 per cent of the drafted men have been found to be mentally inferior. Their services can be used in camp life—in laundry, carting, care of horses, road repair, and even in food production. Plans for their use within the army are being prepared by the committee for presentation to the War Department.

The committee believes, also, that the records from the examination of the million or more men in the army can be made of great value for effective propaganda in regard to conservation of health, and points out that the United States Public Health Service and the state boards of health are suitable agencies for this service.

It believes, further, that capable field workers are needed for mental examination of women and girls frequenting the vicinity of camps for immoral purposes. There are no present means, it says, for identifying the mentally defective prostitutes, yet indications are that "half of these women belong in that class." In some states where camps are located there is absolutely no provision for the feebleminded. The discovery and segregation of the feebleminded prostitute could thus be made an excellent beginning of care for the whole class of feebleminded.

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# THE DRAFT LAW A HEALTH

IN 1915 a military movement in Massachusetts led to the significant conclusions that it is of first importance to provide physical efficiency and that military training as such should not come until the nineteenth or twentieth year at least. In 1916 a commission studied physical development and supported a bill in the legislature of 1917. The legislature didn't quite hitch the matter up in its mind and nothing was done. The matter is again before the people through a petition of the State Board of Education backed by a large number of private organizations and individuals.

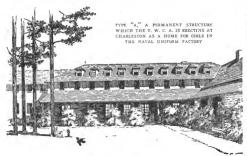
The significant figures of the draft are prompting thought. From 40 to 50 per cent of the men examined under the draft law in Massachusetts are being rejected. These are men between twenty and thirty years of age, not between twenty and forty-five, or any other less favorable period.

The people are beginning to realize that this physical unfitness is expensive, inhuman and unnecessary. We have never cared about it very much because we could import human labor as fast as we could use it up. That time has passed and, moreover, the draft figures are showing lithat it is our own sons who are below par. Thus the matter comes closer home. Efficiency along all lines and sentiment in all shapes demands action.

The bill provides that the State Board of Education shall appoint a director, with two assistants (one a woman), who shall have general supervision of physical education in the public schools and shall outline the work. Physical education is made to include directed play, games, athleties, camping and instruction in personal hygiene and sanitation of the camp, the home and the community. Not less than two hours a week in elementary schools and three hours in high schools are to be given, the extra time required being added to the school day if the local school board so elects.

The bill provides for the instruction

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of teachers and for teachers' conferences, for local advisory councils and for a general survey of physical education in the commonwealth. The system of physical education outlined by the director and approved by the Board of Education is to be introduced into all the public schools, but the introduction is to be gradual, and courses in physical education already in operation may be temporarily or permanently approved.

The director, besides his work in connection with the public schools, is to cooperate with cities and towns in providing adequate facilities for recreation and exercise in the form of gymnastics, playgrounds and summer camps. To this end it is provided that his vecation and that of his assistants shall not occur in

It is proposed, thus, to establish a system of physical education which will gradually permeate the entire population. This is equally the proposal of New York's new physical training law, now being administered with good effect. The aim is to make health, efficiency, a full life, the objective. A new objective is held to be necessary because medical and social workers have emphasized too much the things to be avoided—it is a better business to be striving for something than to be avoiding something. The goal will be the efficiency of every individual.

# NEW JERSEY'S NEW BOARD OF CONTROL

ONE of the quickest jobs on record of diagnosing a state's institutional needs and applying the administrative remedy was completed week before last when Governor Edge, of New Jersey, appointed the eight members of the new board of charities and correction of that state. Created by the legislature only a few days before, this board is the direct outcome of the recommendations made by the Prison Inquiry Commission

and the Charities Inquiry Commission, reviewed in the SURVEY for March 2 [Prison Reform by Daylight].

New Jersey now has a central board of control in addition to local boards of management for each of her charitable This central and penal institutions. board is charged with establishing broad lines of policy for institutional development. It must also appoint a chief executive or "expert commissioner of charities and correction," whose salary may not exceed \$10,000 a year. The commissioner in turn has power to appoint, subject to the board's approval, expert deputies or bureau chiefs, not exceeding six in number. These may be a director of medicine and psychiatry, a dietitian, a director of education, a director of industries, a statistician and a chief parole officer.

In recommending this type of control, the Prison Inquiry Commission declared that it was guided by the "tendency toward unification" that has been going on throughout the country for years. Central plans of organization, it said, have been evolved "in an effort to secure the efficiency that goes with centralized authority without sacrificing the local interest which, even at the cost of efficiency, is one of the most valuable features of government."

The new board is to have supervision, with the right of visitation and inspection, of all county, municipal and private institutions that receive state aid. Its right of inspection extends to all municipal and county jails, workhouses, almshouses and other charitable institutions of a public nature. All private charities that have to do with the support of dependents are subject to visitative.

The members of the board serve without pay. They are: Dwight W. Morrow, a member of the firm of J. P. Morgan & Co., who was chairman of the Prison Inquiry Commission and has been interested in social welfare in En-

glewood: Ellis P. Earle, of Montclair, director of several mining and plantation corporations, who was chairman of the Charities Inquiry Commission; Dr. William S. Jones, of Camden, interested in anti-tuberculosis campaigns and a member of the board of managers of the Glen Gardner Sanatorium; Dr. John Nevin, of Jersey City, for many years police surgeon of that city and a member of the State Hospital Board at Morris Plains; Richard Stockton, of Trenton, for the past three years commissioner of charities and correction under the law now superseded; Ogden H. Hammond, of Bernardsville, insurance broker, who served for two years in the state Assembly and was a member of the Prison Inquiry Commission; Frank A. Fetridge, of Newark, organizer of the Lathers' Union and president of the Newark Trades Assembly; Mrs. Lewis S. Thompson, of Red Bank, member of the executive committee of the State Charities Aid and Prison Reform Association, who has given much time to studies of school attendance and mental deficiency among the rural population of the state. The governor is an ex officio member of the board.

#### HOME COMFORTS FOR GIRL WAR WORKERS

HE Housing Committee of the Y. W. C. A., in letters addressed to the secretary of war and to the chairman of the Housing Committee of the Council of National Defense, asserts that the housing needs of working women are quite different from those of working men; that they do not like to live in such large units, and that they require more supervision. However that may be, the Y. W. C. A. has had so long and so successful an experience in providing good living conditions for girls that its recommendations will, no doubt, receive the most careful atten-

Both in connection with the training camps-where a much larger number of women is employed than is sometimes realized-and in the housing of girl munition workers employed in new plants where there is as yet no accommodation for single women under ordinary conditions, hostels have to be provided. They have to be of a size enabling the most economical management and of a character insuring health and comfort. As regards size, the committee considers that usually it should not be for more than one hundred and fifty or less than seventy-five girls. As regards character, the hostels must never be without an atmosphere of home life.

"Too much emphasis," says the committee, "cannot be placed on recreation. No matter how comfortable and attractive the living quarters may be, the girls will not be happy and contented unless there is adequate provision for social and recreational life." Hence, in the buildings which it has planned there are spacious sitting rooms as well as diningrooms, and the latter are large enough to be used as gymnasia or for dancing.

The proper grouping of girls is as important as good room accommodation. The committee suggests that older women should be given more independence than quite young girls, also that they will feel happier in smaller groups and need more quiet. Separate provision is, of course, required for colored girls, and experience has shown that it is best to house separately non-English speaking foreign girls until they have learned the language and have become used to American manners.

#### MAKING SOCIAL SURVEYS "ON HIGH"

N editorial writer once characterized the SURVEY as "that unique journal which could send a man into a community, who, by merely wetting his finger and holding it in the air, could tell what was civically wrong with the life there." Meant as praise, this would hardly bear the approval of careful "social surveyors" today; nor do we admit the truth of the picture. Nevertheless, an approximation of this emergency service has lately been rendered to two whole states, with excellent results, and has just been rendered to a

Hastings H. Hart, director of the child-helping division of the Russell Sage Foundation, after diagnosing the social needs of West Virginia and Florida and making recommendations for improvement, has spent two weeks in South Carolina, A social "war program" for the people of that state is the result.

How closely South Carolina's normal needs (or those of any other state, for that matter) are tied up with her war needs is illustrated by Dr. Hart's recommendation in regard to the care of dependent children. The number of orphans and other dependent children of soldiers will be much less in this country than in some other countries, for the present at least, but there will be those "whose mothers are dead or insane, feebleminded, tubercular or incorrigibly vicious" that will need provision by the state. One of Dr. Hart's "don'ts" is, "Don't build soldiers' orphans' homes." Nine northern states, he says, did just that thing after the 'Civil War. A very large expense was involved, the children were retained for many years, and the training given them was hardly ever adequate.

South Carolina happens to be exceptionally well supplied with orphanages. There are two accepted methods, Dr. Hart points out, of caring for dependent children-the institutional method, and the placing-out method of putting chil-dren in approved family homes. The latter being now regarded as preferable, and favored by the Red Cross, Dr. Hart urges a strengthening of the South Carolina Children's Home Society, which is a placing-out agency, and a general extension of the placing-out method throughout the state. Since this is desirable for the orphans of soldiers, it is also desirable for other dependent children, and so by devising a program to meet her war needs, South Carolina will be devising a program to meet her normal needs for many years hereafter.

This is only one illustration. Another "don't" is, "Don't build homes for invalid soldiers." The inmates of these homes have generally been idle and dis-contented. "They have had too much to eat and too little to do." Instead, Dr. Hart strongly urges the establishment of district hospitals. There will be "multitudes" of soldiers who will come back convalescent from disease or broken in health, requiring hospital care or a period of restoration in a convalescent home. South Carolina is now deficient in hospital accommodation. By building a number of district hospitals in rural as well as in urban communities, and making them available for all citizens at moderate rates, she will not only be providing in the best possible way for returned soldiers, but will also be adding to the needed hospital accommodation for civilians.

Dr. Hart's recommendations go into the correctional field, the care of insane and tubercular patients, education, the care of the feebleminded and the uniform government of state institutions. Seventy-five "chain gangs" of prisoners have been building and repairing roads in the state for years. This has not

Valasch in Chicago Herald



A NEEDED SHELTER

been an economical procedure, quite apart from humanitarian objections to it as a reformative process. If the two state farms can have able-bodied men. says Dr. Hart, and can pay them ordinary wages, they can increase their production at least 50 per cent. In other words, prisoners can "help win the war."

South Carolina is to be congratulated, says Dr. Hart, upon what she has already done to meet the demands created by the war. This is an example of what can be done "in the strenuous days of struggle and self-denial which are before us."

# THE MERIT SYSTEM AGAIN FINDS A LIBRARIAN

HE merit test of the civil service law has scored success a second time in the selection of a librarian for the Chicago Public Library. Nine years ago it was applied for the first time to fill such a position. So doubtful were library officials of this method of procedure that it was difficult to persuade three eminent librarians to act as an examining committee for the Chicago Civil Service Commission, They were secured at length, and the competition was thrown open to the whole country. At the head of the list of nearly a score of competitors stood Henry E. Legler, then at the head of the Wisconsin Library Commission. His selection not only saved the library from the probability of a political appointment, but placed at its head the man in all the country best fitted, it is now conceded, to increase its circulation (from 1,500,000 to 6,000,000 volumes annually), to extend its branches and outlying stations and to unify, inspire and lead its staff through a progressive administration

Mr. Legler's recent death was the signal for another attempt to secure the position as a perquisite of the mayor's appointing power. His own corporation counsel reasserted the authority of the civil service law. Even then the result was considered doubtful, because two of the three examiners were known to be entirely unfamiliar with the requirements and exactions of the position. Hope was held that the third examiner, Herbert L. Putnam, librarian of Congress, who also had served on the previous examining committee, would assure a satisfactory result, if enough applicants of caliber and experience would take the examination. Twelve candidates applied, six of whom failed to secure standing sufficient to be included in the eligible list.

At the head of the list of the six eligibles stood Carl B. Roden, with a grade of 92.50. In the previous examination, he stood next to Mr. Legler, and he has since served as assistant librarian. For thirty-two years, since he started as page when a lad of fifteen, Mr. Roden

has been continuously in the library's service. To the use he has made of the library he attributes his promotion from one position to another, and his choice as librarian. Not only has he the most thorough acquaintance with the contents of the library and all its operations, but he is recognized to be widely versed in the history of literature. He also studied law and has been admitted to the bar. Thoroughly de-voted to the policy and to be credited with the success of the Legler administration next to Mr. Legler himself, Mr. Roden's appointment is greeted with great satisfaction, and the success of his management is considered to be assured in advance.

#### SICK SOLDIERS PRISONERS IN SWITZERLAND

INCREASING numbers of American soldiers will find their way into German prison camps. The world has owne, not without reason, to regard military prisons as the last word in brutality and sordidness; Dante's inferno could have been little worse than some of those authentically described to us, and although the present war has seen a great improvement in such matters, unusual interest attaches to a humanitarian program worked out in Switzerland for the interment of prisoners of war—a program new in the history of nations and effectually making that country into an international "warder" for the belligerent troops.

Immediately after the outbreak of hostilities Switzerland foresaw that many troops would be thrown on her soil. Their internment became inevitable. The custom of interning belligerents who entered neutral countries was not new. Neither was there anything new in the principle of the neutral country caring for sick and wounded among troops interned on her territory. Internment, by agreement of belligerents, of prisoners of war removed for the purpose from the fighting countries, was, however, an entirely new practice in international law.

The first step in this direction was taken when France and Germany agreed early in the present war to exchange through Switzerland prisoners of war so seriously wounded as to be unfit for further military service. From March, 1915, to November, 1916, over 11,000 soldiers of these two countries crossed Switzerland to their respective native lands.

Even before the actual transportation of these men had begun, the new idea of providing for the wounded prisoners of those totally incapacitated had spring up. It was proposed that such prisoners be interned in Switzerland for the period of the war and there be afforded medical attention and opportunity to re-

cuperate. What guarantee, it was asked, would the country that had captured the prisoner have that, once in Switzerland, he would not at the first opportunity escape to his own country? This perplexing question was finally settled by the belligerent countries promising to return to Switzerland all those who had escaped from intermment!

This plan has been put into effect. How it has worked is described in a report by the recent Swiss Commission to the United States, published in English by the Columbia University Press [Bulletin of Social Legislation, No. 5, edited by Samuel McCune Lindsay] and being distributed by the National Committee on Prisons and Prison Labor. The report tells how the first experiment was made in January, 1916, when

"FREE BELGIUM," an aching little strip of land thirty-five miles by fifteen in size, every foot of it still exposed to fire, makes up nominally the field of the new Red Cross Commission to Belgiumnow raised to full rank with the commissions to France and to Italy. but hitherto only a department of the larger undertaking. Ernest P. Bicknell is commissioner, But, however small geographically, Belgium is great in misery. It counts, too, large numbers of refugees sheltered in France, and it represents. perhaps more-certainly longerthan any other relief field, the set purpose of the American people to bring succor to the victims of war. This fourth year of the war in Belgium, and the relief work done under Mr. Bicknell, give the text for the next Red Cross articles by Paul U. Kellogg in early issues of the SURVEY.

100 French and 100 German prisoners suffering from tuberculosis were interned. At once it beame apparent that if the plan worked successfully, Switzerland would be faced with an enormous problem of organization. The second experiment was made in February, when interned prisoners requiring surgical care were included with the tubercular patients. Within six days of the second experiment over 1,200 French and Gernan prisoners, including both officers and soldiers, were interned.

At first it was thought that only a few classes of prisoners could be interned. The list of diseases and wounds giving the right to internment has since been increased to eighteen, however. These include all serious nervous or mental affections requiring treatment in special establishments (these cases to be sent back to their own countries); chronic alcoholism; all contagious diseases during the period of infection. Itinerant commissions of Swiss doctors go to the belligerent countries to pick out those eligible for internment.

The interned are quartered in hotels, boarding-houses, sanitariums and the like, their quarters in no way resembling hospitals. The rooms are bright and attractive, and can, as a rule, accommodate two, three or at most four occupants. The proprietor of an establishment is paid a fixed sum for their care, six frances per day for an officer, four for a soldier. More is allowed for a tubercular patient. Interned men are considered prisoners and cannot resort to law on civil matters nor engage in ordinary commercial pursuits.

Schools for these interned men have been founded, one such technical school for Germans having twelve teachers and offering courses in algebra, geometry, mechanics, electricity, chemistry, construction and drawing. Since idleness is the bane of prisoners everywhere, work has been declared obligatory for all whose health permits it. The prisoners work in shops, factories, on new buildings and in various sorts of individual labor. Wages are paid, up to a franc a day. Some governments require that a portion of the wages be turned over to them to be used toward the cost of maintaining their prisoners.

The report does not tell how many men are now interned in this fashion in Switzerland. At the end of December, 1916, the surgeon-general of the army estimated that he could quarter 20,000 more than were then interned, without having to construct barracks. It is the hope of the National Committee on Prisons and Prison Labor that captured Americans may enjoy the comparative comfort and freedom of internment by the lakes and peaks of Switzerland.

# THE PRESIDENT AGAINST UNIVERSAL TRAINING

PRESIDENT WILSON has made it clear, according to David Lawrence, the well-informed Washington correspondent of the New York Evening Post, that legislation providing for universal military training of all boys under the age of twenty would be "impracticable" at this time. Organizations such as the National Security League have been conducting a spirited propaganda with the object of securing military training, either now or after the war. Educators have pronounced against it, the superintendents of the country using the word "emphatic" in recording their opposition at their annual meeting in Detroit in 1916. Nevertheless, bills have been introduced in large numbers to secure such training, both in state legislatures and in Con-

But no federal measure will be reported, says Mr. Lawrence, because the President has decided against it. The President's objection is that officers are not available for the purpose, being needed to instruct the army that is to fight Germany. This does not dispose of the argument for post-bellum training. On this the administration's position, says Mr. Lawrence in the Evening Post for March 3, is as follows:

The United States is fighting now to obtain a durable peace, one in which it shall not be necessary to continue the race for armaments, the rivalry in armies as well as navies, something that not only has cost many billions in taxation, but has been held as a fundamental cause of Germany's impulse to make war on the slightest provoca-Of course, if the present war should not bring about a league that can enforce peace and make possible a reduction of armaments, not only would a large part of the army which has been mobilized for the present war have to be retained, but provision made for permanent military service. But the Washington government is going on the assumption that the cause of democracy will triumph, and that large armies and high income taxes will be unnecessary after the peace treaty is signed, and that the subject of war and preparation for it can be safely forgotten because the futility of mili-tarism will have been demonstrated. To argue with the masses of the people that when the present war is over preparation must be begun for another war is viewed here as particularly unwise.

The alleged menace of Japan as an argument for military training, says Mr. Lawrence, is answered by the expectation in Washington that Japan will Join the league of nations and abide by its agreements. Moreover, to harp upon this argument is "very dangerous to good relations." "Japan's statemen," he says, "have in recent years seen the wisdom of playing a large policy in company with Great Britain and France, and they are seeking constantly to promote good relations with the United States, as the Lansing-Ishii agreement indicates."

# "THE REVOLUTION OF THE WORLD"

THE Bolshevik sentuments or Charles M. Schwab (see the Sur-VEY for February 23) seem to have their counterpart in German manufacturing circles. Walther Rathenau, head of the great General Electric Company of Berlin, has written a book on domestic political economy in which, according to the Berlin Tagebalatt, he says:

What we are experiencing is the revolution of the world, the volcanic upheaval of the mighty, burning lower strata of the abode of mankind. It is not taking place in the disorderly form of a mass optising with thought. That would have been of small account and would not have thrown the world from its axis. . . .

In reality, the old economic order is burning down and the time is drawing near when the old foundation of the social order will catch fire. Two pillars of the old order will project from the ruins—the monopoly of the great landed estates and of the mineral treasures. But they will gradually lose, no matter how much their property power may grow at first.

There is a curious analogy also in the attitude of the German majority Socialists and that of the American majority labor leaders to the revolutionary labor philosophy of the Bolsheviki. Eduard Bernstein, for instance, one of the most influential German Socialist leaders, is reported as saying: "Internationally speaking, the policy of the Maximalists can have no other result than to put Russia in a position where she will not be able to say a word of any weight in the decision regarding the nature of the coming general peace."

The newspapers of the German majority Socialists in different cities attempt almost daily demonstrations of their loyalty. Anent the recent strike they are summarized by the FrankJurter Zeitung as saying; "The strike is a demonstration movement, not a revolution movement. The Socialist movement, apart from political objects at home, is intended to promote the cause of peace, to remove obstacles to peace, and to help to produce a clear and uniform policy; it is not intended to risk collapses à la Russia for the sake of theories which were never the theories of the German and Austrian proletariat."

To what extent the leaders really lead and the newspapers, inspired from their central controlling bureau, really express the sentiments of their readers is a question which cannot at present be answered.

# Book Reviews

STATE SANITATION

By George Chandler Whipple. Harvard University Press. Two volumes. 377 and 452 pp. Price \$2.50 each; by mail of Survey \$2.62 each.

The growth and specialization of public health science has rendered in-evitable the transition from a board of health composed of public-spirited physicians and other citizens to a department of health composed of experts, under a single commissioner as executive. The board of health phase of public health will always remain, however, an interesting and important stage in the growth of this governmental agency; and of all boards of health in this country none has perhaps greater claims to our interest and appreciation than the State Board of Health of Massachusetts.

It is most fitting, therefore, that the establishment of the new health department of Massachusetts should be signalized by the publication of a comprehensive and inspiring history of the achievements of its predecessor. Prof. George C. Whipple, of Harvard University and the Massachusetts Institute of Technology, himself a member of the Public Health Council of the new department, has rendered a real service to all who are interested in the progress of health science by collecting the material for these three volumes of State Sanitation.

The first volume of the series includes Professor Whipple's review of the history of the Massachusetts State Board of Health from 1869 to 1916, and a reprint of the report of the Massachusetts Sanitary Commission of 1850. The second volume is made up of reprints of thirty-four articles selected from the annual reports of the State Board of Health and its monthly bulletins which, as Professor Whipple rightly says, may be termed classics of American sanitation. In this volume there is also to be found a bibliographical index, in the form of very brief abstracts, of all the scientific articles and reports published between 1870 and 1914, arranged in chronological order. The third volume, which has not yet appeared, will be devoted to an index guide to the various sections of the forty-six annual reports of the Massachusetts State Board of Health, arranged by subjects, and to a series of biographical sketches of the experts connected with the work of the board.

The portion of this work which will most interest those readers of the SUR-NES who are not professional sanitarians is the report of the Massachusetts Sanitary Commission of 1850, a really extraordinary document worthy to rank with the reports which Chadwick and Simon were preparing in England at the same time. The chairman of the committee, Lemuel Shattuck, like Edwin Chadwick himself, was not a physician but approached the subject from the standpoint of the social reformer, and the scope of his report displays such foresight and vision as to awaken admiration even at the present day.

This report of sixty-seven years ago urged that statistics of occupational diseases should be collected; that school houses, churches and other public buildings should be adequately heated and ventilated; that sanitary surveys should be made of particular cities, towns and

other localities; that measures should be taken "to prevent or mitigate the sanitary evils arising from the use of intoxicating drinks and from haunts of dissipation;" that the authority "now vested in justices of the peace relating to insane and idiotic persons not arrested or indicted for crime" should be transferred to the local board of health; that encouragement should be given to emigrate from places in the state where there was little demand for labor to other places, and associations formed among the emigrants for settling on the public lands of the United States: that efforts should be made "by all proper means to elevate the sanitary and social condition of foreigners and to promote among them habits of cleanliness and better modes of life;" that a sanitary association should be formed in every city and town for the purpose of collecting and diffusing information relating to public and personal health; that tenements should be provided for the better accommodation of the poor; that public bathing houses and wash houses should be established; that institutions "to educate and qualify females to be nurses of the sick" should be founded; that persons should be specially trained in sanitary science "as preventive advisers as well as curative advisers:" that clergymen of all religious denominations should make public health the subject of one or more discourses annually before their congregations; that every family should "keep such records as will show the physical and sanitary condition of its members:" and that individuals should "make frequent sanitary examinations of themselves and endeavor to promote personal health and prevent personal disease."

All of which serves to remind us that the ideals of public health as they could be outlined in 1850 have not as yet been fully realized.

C.-E. A. WINSLOW.

New York CHARITIES DIRECTORY FOR 1918. By Lina D. Miller. Charity Organization Society, New York city. 472 pp. Price \$1; by mail of the SURVEY \$1.10.

War Relief and War Service do not appear in their proper alphabetical place in the subject index. That is the only fault we can find with this admirable directory. The former of the two sections named has grown to three times last year's size; the latter is entirely new; and both are indispensable to any conscientious philanthropist who would attempt to wend his way among the riot of appeals.

Of course, just now the status and character of social agencies is in an abnormal flux, and many entries may be out of date before the next edition; but after all the changes will only affect a small proportion of the agencies and persons listed. Compared with last

4

year's directory, the remarkable thing is the continuity of the work as a whole in spite of war conditions rather than the changes which have taken place.

The directory will be useful outside the city chiefly because of its carefully compiled information on national agencies which have their seat in it.

THE GREAT PROBLEMS OF BRITISH STATES-MANSHIP By J. Ellis Barker. 445 pp. E. P. Duton and Company. Price \$4; by mail of the SURVEY, \$4.20.

Comparative international statistics of Mr. Barker. He has used them many years to bolster up weak arguments for "tariff reform," so-called, and has more than once been shown up as unscrupulous in his use of them. To the unimitated nothing appears more convincing than a few figures taken from official or semi-official sources and tell-ingly presented. But the student knows how very misleading tables constructed from such material can be and how apt to be misused by the partisan.

In the present volume, Mr. Barker with great modesty disclaims all intention to give opinions of his own; his book is offered the reader as "storehouse of facts." The author must forgive us if we are a little skeptical about his facts, considering his reputation, more especially since, his disclaimer notwithstanding, the crudest views and judgments abound in every chapter. Like many publicists of his type, he has no words too hard for the party politician; yet his own work is a long string of party arguments in disguise. In order to make his point, or rather

to insinuate it, the author must needs repeat his often disproved statement that "in the United States wages are from two to three times as high as in this country (Great Britain), and goods are very little dearer." Free trade, we are told, has been advocated by both parties in England for decades "chiefly because that policy furnished an excellent party cry."

The bete noir of Mr. Barker is democracy. He can find no use for it; for it does not add to the wealth of the nation as by him understood. The most glorious period of English history to him is that which followed the Napoleonic wars, when production increased by leaps and bounds, and the masses, held down by oppressive taxation and grin poverty, did not interfere with the patriotic exertions of the leaders of industry. More than once Mr. Barker assures us that "the greatest civilizing factor is the tax collector,"

It offends the author's patriotism to see workingmen buy pianos and their wives dressed in silk. Trade unions, whether in his own country or in Germany, are the enemies of progress and should be suppressed. "Their activity has upon the body economic an influence similar to a slow fever which leads, almost imperceptively to atrophy, to marasmus, and to death." All true democracies "have been short-lived," and, by implication, a militarist-oligarchical state, by preference a monarchy with a council of not more than four ministers directly responsible to the monarch, is the ideal state to aim for in the interests of "national wealth."

Mr. Barker's views—or statements of faet, as no doubt he would say—on questions of international polity are no less crude. His viewpoint is invariably that of the great power with persistent and complete lack of sympathy for the problems or interests of the smaller peoples. He graciously bestows Silesia and South Germany upon Austria; for, with this large addition of German population to the Austro-Hungarian empire, "the 7,000,000 or 8,000,000 Magyars would no longer prove umanageable."

would no longer prove unmanageable."
Asia Minor is nothing more or less
than "a natural fortress" and, as such,
should, of course, be utilized for the
defense of the British empire and its
route to India. Poland, with one stroke
of the pen, is deprived of a national
history; its future use is that of conveniently serving as a buffer state between Russia and Germany. But since
"they are proud of their big brother,"
Russia, the Pofes will no doubt abstain
from any excessive desire of independence which might be inconvenient to
their big cousins.

"Men wishing for liberty may henceforth rather go to the British empire than to the United States." But do not let us be disheartened. "The arguments in favor of an Anglo-American reunion are overwhelming. A large and constantly growing number of them [Americans] have begun to recognize that at the time of the American Revolution not all the wrong was on the side of England . . and therefore they feel a little ashamed of the patriotic exuberance of some of their countrymen."

Such are the dreams of our matterof-fact statistician-in-chief of the protectionist—imperialistic wing of the Tory party. Let us be thankful that, as he so well says, "government, rightly considered, is not a pastime, but a business."

BRUNO LASKER.

TEPPE Neighbors

By Grace Coolidge. The Four Seas Company. 225 pp. Price \$1.50; by mail of Survey \$1.60.

The American people have never, as a whole, been sufficiently interested in the American Indian to adopt an aggressive campaign for his general betterment. Statistics, either presented on paper or from the platform, have not aroused them to action. That hundreds

of Indians annually die of starvation in the United States is neither generally known nor appreciated. That the Indian lives under conditions which tend to his extermination, and that these conditions are largely the effects of an antiquated reservation policy can no longer be doubted.

Means of developing the initiative and independent judgment of the Indian are neglected, and his schooling consists of sufficient training to make him a servant of the white man but generally to unfit him for the reservation life which he must afterwards live. He is frequently a victim of injustice at the hands of government agents, the object of contempt of white neighbors, and he, the real native American, does not possess the inherent rights of citizenship. These and numerous other disadvantages which have practically emasculated him, have been problems with which the Indian Bureau, operating under laws which are largely responsible for its shortcomings, has been unable to overcome

That there is more of preventable suffering, sordidness, and hopelessness in the life of the American Indian than there is of encouragement or hopefulness, is fully set forth by Grace Coolidge in her little book of tales. Told in short-story form, they are facts of Indian life, presented in a clear and forceful manner.

The author herself is married to a distinguished full-blooded Arapahoe, and her years of life on a Wyoming reservation and her untiring efforts in behalf of the Indian have placed her in the ranks of those who write with authority, and from the Indian viewpoint, on the sub-

Her tales, into which the philosophy of the Indian is subtly woven, convert one to her own belief that through apathy, unappreciation and lack of foresight in rejecting the Indian, the American people have forfeited an ingredient which would have greatly enriched their national life.

AGNES BRUNDIN.

IN THE WAKE OF WAR

By Harold Hodge. John Lane Co. 225 pages. Price \$1.50; by mail of the Sur-VEY \$1.62

Those who imagine that the same currents of thought are running in political channels throughout the allied nations in Europe and in America will find this book some shock. It plans to restore the English king to some measure of real power and to place the supreme government of the British empire in a council that he shall nominate himself! Such matters as navy, army, administration of India and the crown colonies, and foreign affairs are to be in the hands of five inhabitants of the British Isles. one Australian, one New Zealander, one South African, one Newfoundlander and one Canadian-none elected, but all chosen by the sovereign, who is to have the luxury of ignoring the advice of his ministers.

Democracy is to be placated by the inclusion of a trade unionist and by the annual budget and chief decisions of the council being submitted to a referendum of all white British subjects. The parliaments in Loudon, Ottawa and elsewhere will be required to raise money for the council, but will have no voice whatever in spending it. Local affairs will provide them with ample employment. The writer, who was formerly editor of the Saturday Review, represents the best type of English conservative, nauseated with the party system, genuinely enthusiastic over kings and aristocracies, coupling Little Englanders, pacifists and internationalists in a common damnation. He certainly elicits the respect of his readers, whatever their judgment as to the practicability of his plans. The whole work undoubtedly represents rather the English than the dominion point of view: it does not even discuss the possibility of the empire having any other capital than London. In the first few pages it cautiously questions the proposition that it will be a new world after the war. "The tendency when stress is passed to relapse into the old ways is very strong." Exceedingly interesting is the criticism of party politicians of the old English kind. As they are not susceptible of reform they must be reduced to comparative harmlessness.

IAN C. HANNAH.

RE-EDUCATION By George Edward Barton, Houghton Mifflin Co. 119 pp. Price \$1; by mail of the SURVEY \$1.08.

The last sentence in this book should be read first: ". . . the author who, during the ten or twelve years of hospital and convalescent life necessary for the overcoming of four attacks of tuberculosis, four surgical operations, including an exploratory laparotomy and an amputation, morphinism, hysteria, gangrene and paralysis, has studied the relation of the sick man to society, and who now offers this little book as one of the results of his disability.'

His book is not "an analysis of the institutional system of the United States"; it is a passionate comment on some phases of the system, viewed from the angle Mr. Barton himself indicates. It is a plea for what the author has come to accept during his years of disability-as an ideal to be realized, energized, made actual upon earth-a plea supported in word and action with every gram of strength of an unconquerable will. Give the handicapped a suitable training, he cries. Let them live while they are alive, and earn and have; they deserve something better than the scrap-

It is the personal background and the vivid plea that give this book its value. Apart from these, one confesses perforce that the ideas are not new; the argument not built upon all the facts available, not in line with well-defined tendencies in institutional development. For example, Mr. Barton pictures the tremendous size of our institutions and intimates that they are constantly growing and growing. He suggests that ultimately they will be so large as to be unsupportable by society and that they will topple over with a heavy crash upon the normal and producing part of the population.

But possible sources of income for support of these institutions are not exhausted. Income taxes and inheritance taxes alone are sufficient illustrations of this. Deeper is the criticism that Mr. Barton fails to see that both logic and present trend in social progress stress the prevention of that state of affairs calling for the continuance of huge institutions. The prevention of crime, the prevention of sickness, the prevention of blindness, deafness and of cripples, the prevention of dependence and pauperism. the prevention of feeblemindedness and insanity, are more intelligent measures to combat institutional growth than the reeducation of persons who have already become sick, feebleminded and dependent. Undoubtedly preventive measures have not yet been so notably successful as they ought to be or as they will be. They cost money, too, more money per capita than has hitherto been made available, for the purpose has not been understood.

That the idea of education, moreover, is not a novelty is evident from such experiences as those at Arequipa Sanitarium, the brilliant work with soldiers abroad, and other recently organized work. But it is unprofitable to destroy. There is value in this book. It is documentary evidence of what a handicapped man can do, presupposing the will to do. G. S.

COMMUNICATIONS

# PANS FOR DILUTED FLOURS

[By Telegraph]

TO THE EDITOR: Please print the following food item this week: Social agencies in touch with South Italians and Sicilians must see that they are equipped with pans for bread-making in order to use the substitute flours successfully. Sicilians in the anthracite region are accustomed to raise stiff yeast bread of wheat on a board or cloth and throw it into a clean oven when sufficiently light. The dough, using part wheat substitutes, will not stand this be-

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cause it is deficient in gluten. Pans must be distributed by special effort as ten to fourteen loaves is one family's baking at a time and the metal market cannot furnish a cheap and abundant supply. Poles, Ruthenians and Lithuanians always raise bread in pans. They have no trouble with substitutes. The Italians are in trouble, however. Please give the widest publicity you can to this. EMILY S. JOHNSON.

# Pittston, Pa.

## WHERE IS J. B. NOW?

TO THE EDITOR: John Barleycorn and Uncle Sam are in a death grapple and no one is betting on John. On January 1, ratification of the constitutional prohibition amendment began to come before the legislatures meeting this year (11 in number, besides those meeting in extra session). Mississippi was the first to ratify, followed by Virginia, Ken-tucky, South Carolina, North Dakota, Montana, Maryland and Texas. Of these, three were wet states, and Texas, being the fifth most populous state in the union, breaks down the mere theory that thirty-six states containing about 40,000,000 of the people might force prohibition on the twelve larger states containing over 50,000,000 of the population (census 1910).

Now the object of the liquor dealers—the only strategy there is left them—is delay, in the hope that "something will turn up." One brewers' journal holds out the hope that if only they can delay ratifications till our troops come back from France, "probbition will be knocked into a cocked hat" by our wine-and beer-drinking army abroad.

The referendium is the delay measure. Let the amendment go to the people next year to be voted on and then back to the legislature to be voted on over again. Now, a real referendum this is not, because a real referendum is initiated by the people, voted on by them, and their vote settles the question. But the constitution says that a constitutional amendment must be settled by the legislatures, so this referendum wanted

by the liquor dealers would be only a straw vote, settling nothing, and while it was being taken the liquor men could go out and elect a hostile legislature.

New Jersey has turned down the referendum but may delay a vote on ratification till next year. In Rhode Island, 60,000 women asked their legislature to ratify. It was a monster number for so small a state, and if the women had had state suffrage they would probably have put ratification across. Unfortunately they have only presidential suffrage, so their state-house friends did not need to heed them.

In Massachusetts, a big fight is on against the referendum and for immediate ratification. The writer is from Massachusetts, and as she has gone through the country on prohibition bent, she has had to hang her head in shame because her state has persistently hung like a millstone around the neck of this great reform. In Kansas they said to her: "That old soak, Massachusetts, we don't expect her to ratify." But I think "that old soak" is going to ratify.

New York state is a question with all the big "QS" that can be mustered. The liquor dealers tried for the referendum, but the governor, who has the virility to be dry, said he would veto it. Foiled there, the liquor interests now say that New York must go dry herself as a state before it is proper for her legislature to ratify. This bill has been introduced. It would delay a legislative vote on ratification for three years.

New York is an odd proposition. It is so big that its thinking becomes provincial. Twenty-seven states go dry, and New York hardly knows that every state isn't wet like herself. But once you get an idea imported into New York, it moves fast, for the composite mind of New York today are near prohibition, but uninformed; they wring their hands for answers to objections, such as "Why not get rid of distilled liquor only," etc. For them the writer has prepared an envelope filler—When They Say This, Answer Thus—When They Say This, Answer Thus—

containing all the answers. (A copy may be had from Miss Potter, Anti-Saloon League, 156 Fifth avenue, New York city.)

In Congress, war prohibition is pending. A petition signed by representatives of 5,000,000 women has asked the President to shut off the coal, food, transportation and labor waste of beer— —the National Federation of Women's Clubs is represented, several Councils of National Defense, D. A. R.'s, etc., etc. If the women throughout the land had the vote, the petition would stagger Congress.

But twice this Congress, in one way or another, has torpedoed war prohibition. They undoubtedly have a torpedoready to throw now, but if enough people want war prohibition and make their want known, the torpedo will not be thrown.

From the speech made by Samuel Gompers at Albany against ratification I should guess that he had that little torpedo right on his desk, I should surmise that the whole eastern democracy, always wet, placed it there-brewers, distillers, and wets in general-sometimes Republican as well as Democratic. The southern and western Democrats. who are of quite a different caliber, look sadly at the torpedo. They don't believe labor will revolt if you take away its beer; only the money of the brewers will turn a hair, in their opinion. And to keep schools closed and potatoes rotting that the brewers may thrive goes against their grain. The President, perhaps, coming from New Jersey as he does, sees in a brewer the natural course of human events. It might be different had he come from Kansas,

In the meantime, the National Retail Liquor Dealers' Association (February, 16) has passed a resolution tending sincere thanks to Mr. Gompers for doing his level best to ward off war prohibition in Congress!

ELIZABETH TILTON.

Cambridge, Mass.

#### SAID OF THE SURVEY

To THE EDITOR: I can assure you that I have obtained much useful knowledge, and a much broader viewpoint of the field of social service, from the reading of your excellent periodical. I am confident that it was the SURVEY that was the greatest factor in making my study of the subject of applied sociology one of the most successful and interesting courses that I have so far followed at the university. For it supplied that which we could not acquire in the classroom, namely, a deeper and more extensive idea of modern social service, especially of the great rebuilding of humanity on the war-torn fields of Europe.

This term I am again enlisted in the

class in applied sociology, for I feel that sociology is, and ought to be, the basis of modern education. Again, with the rest of the class, I am taking advantage of your most generous offer of reduced subscription rates to university and college students.

J. T. McMenamin. Stanford University, Cal.

# SEATTLE NEWSBOYS

To THE EDITOR: Your issue of November 10 contained a review of my recent publication entitled Newsboy Service. It was signed by Helen Dwight.

Certain statements in the review attracted my attention, but because of their obvious inaccuracies it did not seem necessary to reply. Since that date, however, I have received a number of letters from those who have read both the book and the review urging me to reply. Recently two letters have come calling my attention to the injustice of the reviewer's statement relative to retardation in Seattle as compared with other cities mentioned. The monograph states very definitely that certain differences in dates and data must be considered if such comparisons are to be valid. It is unfair to permit a partial truth to circulate uncontradicted in a publication as widely read as is the SURVEY. The author's qualification should be read in connection with the unqualified statement of the reviewer.

May I call attention to a few other points, quoting from the review?

"Her book is valuable as a minute study which attempts to be 'fair to the newsboy." Possibly a second reading of the author's preface in which the point of view of the author is discussed would reveal the true object of the book.

"It is weak insofar as it draws general conclusions from conditions in a single city." There are no general conclusions in this monograph. The facts are facts relative to Seattle newsboys and the conclusions are conclusions relative to the same boys in the same city. There is a possibility that "conclusions" which begin on page 153 may have been accepted by the reviewer as general. To assume that they have been so accepted would be to assume that she had not read the conclusions. Scientific procedure requires that conclusions be drawn from material presented. My evidence is Seattle evidence. I make no attempt to establish facts relative to other cities. This is stated over and over again in the context.

The general conclusion idea of the reviewer is further emphasized in, "These are but isolated instances of the facts which make us believe it unsafe to consider the condition of Seattle newsboys typical of the whole newsboy world." The monograph was not intended to be typical of the whole newsboy world.

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The dedicatory page states that it is a Scattle study made by Scattle people. The prefatory note mentions the study as having been made for Scattle. The author's preface states that it is "the first occupational study for Scattle." And on page I the monograph proper opens with the word Scattle.

I would not take exception to, "Indeed the great defect of Mrs. Reed's book is that its title, Newsboy Service, leads one to a false impression of its universality." This is a matter of personal opinion. I did not when it was

chosen, and I do not now, consider the title a defect, but considerable of an asset. There are, undoubtedly, defects, I know of some myself, but I would not consider the title the "great defect." My own point of view regarding the title was, and is, that one who looks beyond the cover will at once lose any false yound the cover will at once lose any false impression regarding the field included. If one reads no further than the cover the impression, if there were any, would be nothing more nor less than that newsboys were being studied by someone somewhere. It might call attention for

SECOND PAN-AMERICAN CONGRESS

# Child Welfare MONTEVIDEO, URUGUAY

December, 1018

Societies, libraries, churebes, workers and all interested in child welfare are urged to become members of this Congress and become memoers of rils Congress and thereby strengthen our relations with Latin America. Julis C. Lathrop, Chairman United States Committee. Send membership fee of five dollars to Edward N. Clopper, Secretary, 105 East 22nd St., New York City. This includes Proceedings.

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the first time to the fact that such service in the title reader's own city existed and might be worthy of study. Here and there a casual title reader might be sufficiently interested to look within, whereas if he thought of the problem as peculiar to Seattle he might never give it a second thought,

Where does the monograph create an impression that Washington has no law which relates to street trades and that boys are legally on the city streets after 9 P. M.? The facts regarding the laws of Washington are given in the author's preface. They are self-explanatory. So also are pages 24, 26 and 112. child-labor law does not include street trades. The juvenile court law and the law which prohibits boys under twelve from being on the streets after nine o'clock are mentioned on the pages indicated. The author's point of view regarding street sales for the very young might easily be inferred from page 57. The fact that I express no personal opinion regarding a new street trade law does not indicate that I am either disinterested or satisfied with the old, but rather that the expression of personal opinions does not appeal to me as the purpose of scientific monographs. I am attempting to offer facts relative to Seattle newsboys, irrespective of whether they do or do not coincide with my personal views on newsboy service.

"Yet she admits that most of the newsboys are twelve or under." Nowhere in the entire publication can I find any such admission. On page 23 there is complete statistical tabulation of ages which shows plainly that less than 50 per cent of the boys are twelve or under. This is doubtless enough, but I would

hardly call it most.

I am pleased to note that the reviewer has observed my hesitancy to draw conclusions from insufficient data and to question the validity of a certain class of conclusions based on personal opinions. This was the first principle of research which I was taught in my student days, and I have tried to observe it as faithfully as my abilities permit for twenty years. Sometimes I have failed. I shall doubtless fail again, but it will not be because I do not know the danger of substituting opinions for facts. ANNA Y. REED.

Seattle.

TO THE EDITOR: Without a copy of Newsboy Service at hand, it is difficult to answer Mrs, Reed's objections in detail, but I am glad to do so as specifically as possible, for I still believe, as I did some months ago when the book was fresher in my mind, that there is a "great defect" in it against which the reader should be warned.

The choice of title is at the bottom of the trouble-or better, crystallizes it. I should not have criticized the title-



Rauschilomb

uirement. For slides, \$31.50 up \$42.00 mp; for both, \$55.00 up Portable models for travelars

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though I am not one to consider titles small matters-had it not stood for something expressed within the book which does not appear to me quite fair. Mrs. Reed states clearly enough in her preface that the study is of Seattle newsboys. Seattle figures on every page, and not even the most superficial reader could fail to grasp that Seattle conditions are the immediate subject. But Mrs. Reed does not stop at Seattle,

In the preface there is an explicit criticism of the conclusions of other students of the newsboy elsewhere; wherever other cities are compared to Seattle--and incidentally, as to the retardation comparison, although Mrs. Reed does state that a difference in dates affects its validity, she makes the comparison and devotes considerable space to itthis same criticism is apt to crop out; and there is implicit if not explicit in the mere fact of the criticism the suggestion that Mrs. Reed's Seattle conclusions are more nearly right than some other people's elsewhere. That is why the book "is weak insofar as it draws general conclusions from conditions in a single city," and why the term "general" is applicable to Mrs. Reed's conclusions even though outwardly they apply to the particular case of Seattle. If Mrs. Reed is dealing with Seattle alone. the validity of findings in other cities is beside the mark, but if she wishes touse those findings for purposes of comparison, she should not question them until she has more data than appear inthe present volume, and until she studies more thoroughly than she seems tohave done the reports from other localities. She has ignored, for instance, the 1915 reports of enforcing officials in-Baltimore and New York and the 1914-1915 Kansas City report, all of which

contain material that would be most in-

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Advertising rates are: Hotels and Resorts, Apartments, Tours and Travels, Real Estate, twenty cents per line.

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WANTED-Man for athletics and boys' work. State qualifications and salary ex-pected. Address King Philip Settlement House, 334 Tuttle Street, Fall River, Mass.

INVESTIGATOR WANTED-Agency for unmarried mothers in Montreal desires investigators with previous experience in similar work. Interesting oppor-tunity for pioneer constructive work. Salary \$1200. Address 2728 Survey.

HOUSE Father and Mother—Experience in boys' or girls' boarding school or both in boys' or girls' boarding school or both in boys' or girls' boarding school or both in boys' or girls' boys' or boys' or

WANTED-A single man or WANTED—A single man or woman, Christian, Protestant, as Assistant Superin-tendent. Previous institutional experience desirable. Also single men and women for positions about the Home or Farm and Garden places. Address Superintendent, THE BOYS' INDUSTRIAL HOME, Oakdale, Allegheny County, Pa.

EXECUTIVE OPPORTUNITY A woman who possesses an unusual personality, executive ability, expert knowledge of mathematics, bookkeeping and stenography, and above all, the knack of handling a large body of girls, should address 2737 Survey.

#### SITUATIONS WANTED

SUPERINTENDENT child-earing institution desires change. Six years' experi-SURVEY.

POSITION wanted in institution as Housekeeper. Experienced. Address 2739 SURVEY.

#### MISCELLANEOUS

# "Why the Nations Rage"

#### COMING MEETINGS

(Pifty cents a line per month; four weekly inser-tions; copy unchanged throughout the month.) CHARITIES AND CORRECTION, NEW JEBSEY STATE CONFERENCE OF. Newark. April 21-23, Sec'y, Ernest D. Easton, 45 Clinton street, Newark.

PUBLIC HEALTH NURSING, NATIONAL ORGANIZA-TION FOR. Hitel Hollenden, Cleveland, May 6-11. See'y, Ella Phillips Crandell, 156 Fifth avenue, New York city.

teresting in comparison with her Seattle figures, and are not only more recent and more detailed than the studies she objects to for their generalities, but happen to bear out some of the very conclusions she rejects as based on opinion and not fact.

My criticism of Newsboy Service stated baldly is that for a piece of work laying so much stress on scholarliness and being for the most part so carefully handled, it has unfortunate lapses into unscholarliness when it ventures outside

As to the details of Mrs, Reed's letter, I am sorry that without her book I cannot explain my statements, but in the matter of the Washington laws and street trades I remember that I studied both Mrs. Reed's explanation of the laws in her preface and their text. As she says, the child labor law does not include newsboys, and she is my authority for the statement that the interpretation of the juvenile court law has made it non-operative, at least as regards new-sies. Indeed, Mrs. Reed's analysis of the laws and her description of Seattle conditions, together with her stated belief that small boys should be kept off the streets at night, seem to me to make a strong case for a newsboy law and its strict enforcement in the state of Wash-

HELEN DWIGHT FISHER. Columbia, S. C.

# IOTTINGS

[Continued from page 648]

training grounds for statesmen? As sources of demand for legislation? Has the new na-tional unity precipitated by the war, with its patriotic combination of the classes under the practical ascendency of labor, made the work of settlements superfluous, or less necessary? How are the settlement movement and the labor movement related? What effect have settlements had on the development of the ethical and religious life of the nation?

AMERICAN social workers who came in contact with Ernest Aves, who was in this country several years ago as representative of the English Board of Trade in its investigation into the cost of living in the United States, may not know of his death in 1917. Mr. Aves was actively identified with the administration of the minimum wage act in England.

ABUNDANT illustrations from European city planning characterize the second annual report of the California State Capital Planning Commission. The work at Sacramento began with a committee of five in the Chamber of Commerce. Under the late Charles Mulford Robinson and afterward of Werner Hegemann, the committee was increased to This was followed by the engagement 130. It is was followed by the engagement of John Nolan, whose city plan was written into the municipal code. The city, meantime, had acquired nearly 900 acres of municipal park. Then came the creation by the legislature of a state commission to develop Sacramento under the Nolan plan as a model capital. The second annual report of this commission is now ready and may be had free of the state librarian, M. J. Ferguson, Sacramento, Calif.

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200 women experienced in case work. Salary \$1,000 to \$1,200.

25 industrial investigators, public service. Must be experienced, ined in statistics and factory investigation. Salary \$1,200 to \$2,000.

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#### PERIODICALS

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A. L. A. Book List; monthly; \$1; annotated mag-azine on book selection, valuable guide to best books; American Library Association, 78 East Washington St., Chicago.

Washington St., Chicago.

American Physical Education Review; nina issues
(October to June); 31; official organ for the American Physical Education Association. Original
articles of scientific and practical value, news
notes, bibliographics and book reviews. American Physical Education Association, 93 Westford Avenue, Springfield, Mass.

The Child Labor Bulletin; quarterly; \$2 a year; National Child Labor Committee, New York.

The Crisis; monthly; \$1; National Association for the Advancement of Colored People, publisher. 70 Fifth Ave., New York. Mental Hygiene; quarterly; \$2 a year; published by The National Committee for Mental Hy-giene. 50 Union Square, New York.

acue. sw Union oquare, New York.
The Negor Year Book; pushished under the auspices of Tuskegre Institute, Tuskegre, Ala; an annual; 35c, puspaid; permanent record of current events. An encyclopedia of 450 pages of historical and sociological facts relating to the Negro. General and special bibliographies; full index.

Public Health Nurse; quarterly; \$1 a year; na-tional organ for Public Health Nursing, 600 Lexington Ave., New York.

Eccution Ave., New 107E.

Scientific Temperance Journal; quarterly; 64 pages;
51 per year; a magazine for serious students of
alcohol question; practical articles; educational
methods; world temperance progress notes; reviews. Free to members. Secintific Temperance Pederation, 36 Bromfield St., Boston. Southern Workman, illustrated monthly; \$1 for 700 pages on race relations here and abroad; Hampion Institute, Va. Sample copy free.

The Survey; once a week, \$3; once a month, \$2; a transcript of social work and forces; Survey Associates, Inc., 112 East 19 St., New York.

#### CURRENT PAMPHLETS

Listings fifty cents a line, four weekly insertions, copy unchanged throughout the month. Order pamphlats from publishers.

Consumers' Co-operation During the War. Albert Sonnichsen. 5 cents. Co-operative League of America, 2 West 13 St., New York. or America, 2 West 13 St., New York.
The Ferishism or Liberty. An cessy on social
evolution by Harry Waton.
Institute, 201 W. 142 St., New York.
Price
50 cents.

50 cents.

GBIS AND KHAKI, Winthrop D. Lane. Reprinted from the SUNEY. 10 cts. Survey Associates, Inc., 112 East 19 St., New York.

MAKING 1ME BOSE EFFICIANT. The Beginnings of a New Industrial Regime. John A. Fitch. Reprinted from the SUNEY. S cs. Survey Associates, Inc., 112 East 19 St., New York.

ASSOCIATES, ARG., 112 EAST 19 St., New York.
You Shouth Know About Canoir Unions. A
manual furnished gratis upon request. Massachusells Credit Union Association, 78 Devonshire Street, Boston.

# THE SURVEY'S DIRECTORY OF SOCIAL AGENCIES





#### KEY

If you know the name of the agency or organization, turn direct to the listings (3d column) for address, corresponding officer, etc. [They are arranged alphabetically.]

If you seek an unknown source of information, turn to the subject Index, following. The initialings correspond to capital letters in names of agencies.

If you want to know the agencies at work in any great field of social concern, turn also to this index. [They are grouped under major subject classifications, as "HEALTH," printed in conjustal. capitals.]

Correspondence is invited by the agencies listed; questions answered (enelose postage for reply) and pamphlets supplied free or at nomina-charges. Membership is not required of those seeking information, but offers an opportunity for you to share spiritedly and seriously in your community or profession in an organized movement which is grappling with some country-wide need or cause.

If you are uncertain where to turn, address the SURVEY, and we shall endeavor to get your inquiry into the right hands.

#### WARTIME SERVICE

WARTIME SERVICE

"I JOW the SUNNY can serve"
II was the subject of an informal conference held early in Afril, in
our library, to which we eaked the
secutions of perhaps neverty national
social service organisations. The conference was a until in feeling that as a
link between organized efforts, as a
mass for letting people throughout
and national program—how, when
and where they can count locally—the and where they can count locally—the SURVEY was at the threshold of an opportunity for service such as has seldom come to an educational enter-

The development of this directory is The development of this airctory is one of several steps in carrying out this commission. The executives of these organizations will answer questions or offer counsel to individuals and local organizations in adjusting their work to emergent wartime demands.

Listings \$3 a month for card of five lines (including one listing in SUBJECT INDEX by full ame and three by initials), fifty cents a month for each additional line. No contracts for less than three months. Additional charge of \$1 for each change of copy during three-month period.

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Animals, Amer. Humane Education Soc.
dirth Registration, Aaspin.
Blindness, Ncra.
Cancer, Ascc.
Charities, Ncrw.

CHARITY ORGANIZATION
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Charters, Suo. Chartera, SBO.
CHILD WELFARE
Natl. Child Labor Com.
Vatl. Child Labor Com.
Vatl. Child Welf. Assn
Russell Sage Fdn., Dept. of Child Helping.
Child Labor, NCLC, AASPIM, NCSW, FRAA.

CHURCH AND SOCIAL SERVICE Com. on Ch. and Soc. Ser., Forca.

CIVICS

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Consumers, Cta.
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Amer. Physical Education Asso.
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Humane Education, Ann

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of the Ywca.
Industrial Education, Reicom.

NDUSTRY
Amer. Asso., for Labor Legislation.
Industrial Girls Clabs of the Ywca.
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Natl. League of Wom. Workers.
Natl. Wom. Trade Union League.
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Now., Nowa, Nowa. Insanity, News.

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Com. on Int. Justice and Good Will, Focca.
Survey Associates, For. Serv. Dept.
Natl. Woman's Peocr Party.

Labor Laws, Aall, Ncic. Legislative Reform, April

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Ref. Library Women in Industry, Watt. Mental Hygiene, Crru, NCHH. Military Relief, Auc.

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Neighborhood Work, Nrs.
Nursing, Araa, Aac, Norms.
Open Air Schools, Nasr.

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Playgrounds, Praa.
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RACE PROBLEMS

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Hampton Institute.
Netl. Asso. for Adv. Colored Peop.
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Tuskegee Institute.
econstruction, Neaw.

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Sanstoria, Naspr. Savings, Mcua. Self-Government, Naww, Asa.

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SOCIAL WORK Netl. Conference of Social Work. Natl. Social Workers' Exchange. Statistics, Rsv. SURVEYS

Bureau of Municipal Research. Russell Sage Fdn., Dept. Sur. and Ex. NCMS, PRAS, NCWS. Thrift, Mcoa. TRAVELERS AID

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WOMEN

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MATIONAL WOMAN'S PEACE PARTY—Section for the United States of the International Ommittee of Weman for Permanent Paece—Mrs Eleand Degret Assertes, office sec?; June Addies of this organization is to entire till American women in arousing the nations to respect the sacredness of human life and to abolish war.

NATIONAL WOMEN'S TRADE UNION LEAGUE-Mrs. Raymond Robins, pres.; 139 N. Clark St. (room 703). Chicago. Stands for self-government in the work shop through organization and also for the enactment of protective legislation. Information given. Official organ, Life and Labor.

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WOMEN'S EDUCATIONAL AND INDUSTRIAL UNION-Miss Heles N. Henry, exc. secy, 264 Boytston St., Boston. Information regarding women's work, vocational opportunities, social welfer legislesion Mess; practical training in institutional management through industrial departments. Reading lists on women's vocations.



# ON THE WESTERN FRONT

HE first of these pamphlets was gotten out in that little printing shop off the Rue St. Honore to which Ambassador Herrick turned in 1914 when it looked as if Paris would fall into the hands of the invaders. Here he had run off his red, white and blue safety placards for Americans to cost on their house fronts.

Since the United States entered the war, this printing shop has been doing work for the government, for the Red Cross and the Y. M. C. A. with result that it was so overwhelmed in November that it took seven weeks to see this pamphlet through the press.

The last of these pamphlets was published in January at a French printer's. The house had no compositor, pressman or proofreader who knew a word of English, and the text was set up from the manuscript, letter for letter. It had to be proofread six times.

BUT these difficulties were small compared with some of the other hurdles which had to be surmounted. The work was undertaken at a time when there was practically no source material. The first quarterly reports of the Red Cross departments were only taking shape. The main lines of policy in the minds of the executives at headquarters were still in the formative period. Only by sharing in the experience of field agents and joining in exploratory investigations was it possible to give them content. There were wide gaps in such fragmentary publicity as had found its way into the newspapers and even in the things which passed by word of mouth. A work of self-interpretation was needed, and at once.

—FOR the men and women of the organization, brought by every ship reaching France, and dispatched to various parts of the field without time or facilities for knowing what their fellows in other localities and other departments were attempting.

—FOR the editors and government officials and other forces of public opinion in France, into whose domestic housekeeping these friendly newcomers were bringing their stores of good will and organized resourcefulness.

—FOR the leaders of the American expeditionary force, unacquainted with this parallel civilian effort, with the needs that gave it cause and their relation to national resistance.

—FOR the American correspondents in France and the American public at home.

THE pamphlets have gone through several editions abroad, and are being reprinted by the Red Cross at home in addition to their serial publication in the SURVEY. They were not only opportune budgets of information, but helped pool the vision of things striven

Their preparation was the gift of SURYEY ASSO-CIATES to the Red Cross and to the work in hand. It was in line with our wartime service program, given out something less than a year ago, one item in which was to follow this unexampled project of relief and rehabilitation on the western front in much the same way that the engineering journals followed the development of the Panama Canal. The cost in staff time and expenditure to SURYEY ASSOCIATES was roughly but \$3.500. On the basis of work done—as an earnest of work to come—we appeal for the continued backing and support of those who have made the SURYEY possible in the past; to those to whom this work is their first introduction to the SURYEY.

If you think it was worth doing, and would like to see the SURYEY forge ahead as an independent, sympathetic and resourceful medium in these times, join with us by sending your check to help meet the cost. It will free us to go ahead at other distinctive pieces of social interpretation, which will count for as much or more.

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Notice to reader: When you finish reading this magazine place a one-cent stam on this notice, hand same to any posts employe and it will be placed in the hands of our soldiers and sailors at thront. No wrapping—no address.

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# SURVEY





The Child and the Electric Chair
By Winthrop D. Lane

Medical Social Service in a Disaster By Michael M. Davis, Jr.

Social Welfare in Time of War and Disaster

The British Miners and the War By Robert Smillie

"Help Wanted"
By Nelle Swartz

# PAMPHLETS RECEIVED

Pamphlets are listed once in this column without charge. Later listing may be made under CURRENT PAMPHLETS (see page

# CIVICS

PREPARATION OF ITS CITIZENS FOR LIVING AND THE CONSERVATION OF THEIR HEALTH ARE THE TWO MOST VITAL PUBLIC SERVICES OF ANY COMMUNITY. White Paper No. 19 is-sued by the Bureau of Municipal Research, 813 Traders' Bank building, Toronto,

Canada. THE IDEAL POLICEMAN, By Austin E. Grif-

fiths, 301 22 avenue, N., Seattle, Wash. canization Committee, Committee for Immigrants in America, 29 West 39 street, New York city.

NEIGHBORHOOD AMERICANIZATION-A DISCUS-SION OF THE ALIEN IN A NEW COUNTRY AND OF THE NATIVE AMERICAN IN HIS HOME COUNTRY, By Frances A. Kellor, National Americanization Committee, 29 West 39

street, New York city.
CITIZENSHIP AND THE VOTE—A STATEMENT

FOR WOMEN CITIZENS OF THE STATE OF NEW YORK, Prepared by Elizabeth Fisher New York, Frepared by the Inzabeti Fisher Read and published by the Americaniza-tion Committee of the New York State Woman Suffrage Party and the New York City Woman Suffrage Party, 303 Fifth avenue, New York city. 15 cents.

Americanization of Women-A Discussion

OF AN EMERGENCY CREATED BY GRANTING THE VOTE TO WOMEN IN NEW YORK STATE. By Frances A. Kellor. National Ameri-canization Committee, 29 West 39 street,

New York city.

WHEN THEY SAY THIS ANSWER THUS!-319 Tremont building, Boston.
LIBERTY IN WAR-TIME—THE ISSUE IN THE

UNITED STATES TODAY IN THE LIGHT OF ENGLAND'S EXPERIENCE. By Alice Edger-ton, Reprinted from the New York Evening Post of December 20, 1917.

WILY FREEDOM MATTERS. By Norman Angell. National Civil Liberties Bureau, 70 Fifth avenue, New York city. 3 cents.

THE CASE OF THE CHRISTIAN PACIFISTS AT LOS Angeles, Calif. By Norman Thomas, National Civil Liberties Bureau, 70 Fifth avenue, New York city. 3 cents.

THE INTER-RELATION OF ALCOHOLISM, DE-FECTIVENESS AND DELINQUENCY. An address by Frank L. Christian, Superintendent of Reformatories, Elmira, N. Y. Published by the State Probation Commission, Albaov, N. Y.

REPORT OF THE OHIO BOARD OF STATE CHARL-TIES ON VAGRANCY. 335 South High street, Columbus, O.

### EDUCATION

OPEN-AIR SCHOOLS. By Sherman C. Kings-ley, Elizabeth McCormick Memorial Fund, Chicago, and F. B. Dresslar, Peabody College for Teachers, Nashville. Bulletin, 1916, No. 23, Bureau of Education. 50 cents from Superintendent of Documents, Government Printing Office, Washington, D. C.

THE PUBLIC SCHOOL SYSTEM OF SAN FRAN-CISCO, CALIF. Bulletin, 1917, No. 46 of the Bureau of Education. 60 cents from Superintendent of Documents, Government Print-ing Office, Washington, D. C.

THE TOWNSHIP AND COMMUNITY HIGH SCHOOL MOVEMENT IN ILLINOIS. By Horace A. Hollister, professor of education and high school visitor, University of Illinois. Bul-letin, 1917, No. 35 of the Bureau of Education. 15 cents, from Superintendent of Documents, Government Printing Office, Washington, D. C.

### HEALTH

THE CONTROL OF VENEREAL DISEASES. print No. 447 from the Public Health Reports. United States Public Health Service, Washington, D. C.

THE SIMULATION OF DISEASE: DRUGS, CHEMI-CALS AND SEPTIC MATERIALS USED THERE-FOR. By A. G. Dumez, technical assistant, hygienic laboratory, United States Public Health Service, Reprint No. 433 from Public Health Reports. 5 ceots, from Superintendent of Documents, Government Printing Othce, Washington, D. C.

MALABIA IN ALABAMA: PREVALENCE AND GEO-GRAPHICAL DISTRIBUTION, 1915-16. Reprint No. 444 from the Public Health Reports. 5 cents, from Superintendent of Documents, Government Printing Office, Wash-

ington, D. C.

NUTRITION CLINICS AND CLASSES. By Frank A. Manny, special investigator, Bureau Welfare of School Children, New York A. I. C. P., 105 East 22 street, New York city. Reprinted from the Modern Hospital. SICKNESS SURVEY OF PRINCIPAL CITIES IN

PENNSYLVANIA AND WEST VIRGINIA. (Sixth Community Sickness Survey). By Lee K. Frankel and Louis I. Dublin. Metropolitan Life Insurance Company, 1 Madison ave-

nue, New York city.

DESIRABILATY OF VOCATIONAL EDUCATION AND DIRECTION FOR DISABLED SOLDIERS. By Elizabeth G. Upham, director, art department, Milwaukee-Downer College, Serial No. 876; General Series No. 669, Bulletin of the University of Wisconsin, Madison, Wis, 10 cents.

### INDUSTRY

INDUSTRIAL AMERICANIZATION: A DISCUSSION OF THE CONDITIONS OF THE LABOR MARKET NOW AND AFTER THE WAR. By Frances A. Kellor. Address delivered at a confer-ence of the National Association of Cotton Manufacturers, Boston, January 18. Na-tional Americanization Committee, 29 West 39 street, New York city.

DANGERS IN THE MANUFACTURE AND INDUS-TRIAL USES OF WOOD ALCOHOL. Prepared by the Division of Industrial Hygiene of the New York State Department of Labor,

Albany, No. 86.

LABOR LAWS IN THE CRUCIBLE. By John B. Andrews, 131 East 23 street, New city. Reprinted from the SURVEY of February 16. CHILD WELFARE IN OKLAHOMA.

by the National Child Labor Committee for the University of Oklahoma under the direction of Edward N. Clopper, secretary for the northern states. 75 cents, National Child Labor Committee, 105 East 22 street, New York city.

### INTERNATIONAL

SWISS INTERNMENT OF PRISONERS OF WAR: AN EXPERIMENT IN INTERNATIONAL HUMANE LEGISLATION AND ADMINISTRATION. Bulletin No. 5 of Social Legislation on the Henry Bergh Foundation for the Promotion of Humane Education. Edited by Samuel Mc-Cune Lindsay, professor of social legisla-\$1, from Columbia University, New York city. MINISTRY OF RECONSTRUCTION, LOCAL GOVERN-

MENT COMMITTEE: REPORT ON TRANSFER OF FUNCTIONS OF POOR LAW AUTHORITIES IN ENGLAND AND WALES, CD, 8917. Price 3d. THE MENACE OF A PREMATURE PEACE. An address by William Howard Tast, delivered at Montreal, Canada, September 26, 1917. Published by the League to Enforce Peace, 70 Fifth avenue, New York

# BOOKS RECEIVED

WAR ADMINISTRATION OF THE RAILWAYS IN THE UNITED STATES AND GREAT BRITAIN. By Frank Haigh Dixon. Oxford University Press. 155 pp. Price \$1; by mail of the SURVEY \$1.10.

DIABY OF THE RUSSIAN REVOLUTION. James L. Houghteling. Dodd, Mead & Co. 195 pp. Price \$1.25; by mail of the SURVEY \$1.35.

THE AMERICAN YEAR-BOOK: RECORDS OF EVENTS AND PROGRESS. By Francis G. Wickware.
D. Appleton & Co. 822 pp. Price \$3; by mail of the Sunvey \$3.25.
A PARENTS Jon. By C. N. Millard. Pilgrim Press. 225 pp. Price \$1.00; by mail of

the SURVEY \$1.10.

Over These Ann BACK. By J. S. Smith. E. P. Dutton & Co. 244 pp. Price \$1.50; by mail of the Suavey \$1.62. THE VOCATIONAL GUIDANCE MOVEMENT. BY John M. Brewer. Macmillan Co. 333 pp. Price \$1.25; by mail of the Suavey \$1.32.

AMERICAN WOMEN AND THE WORLD WAR. Ida Clyde Clark. D. Appleton & Co. 544
pp. Price \$2.00; by mail of the Suavey \$2.12. RAPID FRENCH COURSE: MODERN LANGUAGE

Seares. By Randall Williams and Walter F. P. Dutton & Co. 234 pp. Ripman. Price \$.90; by mail of the SURVEY \$.90 LA FRANCE-FRENCH LIFE AND WAYS: MOD-Ean LANGUAGE SERIES. By Walter Ripman. E. P. Dutton & Co. 275 pp. Price \$1.00;

by mail of the Suavey \$1.08.

NEW YORK CHARITIES DIRECTORY, 1918. By Lina D. Miller, Charity Org. Soc. 472 pp. Price \$1; by mail of the SURVEY \$1.10. WHEATLESS AND MEATLESS DAYS. By Pauline Dunwell Partridge and Hesser Martha Conklin. D. Appleton & Co. 224 pp Price \$1.25; by mail of the SURVEY \$1.35. Price \$1.25; by mail of the SURVEY \$1.35. VOCATIONAL EDUCATION. By Emily Robinson, II. W. Wilson Co. 303 pp. Price \$1.25; by mail of the SURVEY \$1.35. THE THIRD AND FOURTH GENERATION: AN

INTRODUCTION TO HEREDITY. By Elliot R. Downing. University of Chicago Press. 163 pp. Price \$1.00; by mail of the SURVEY \$1.06.

IFTY YEARS AND OTHER POEMS. Weldon Johnson, Cornhill Co. 92 pp. Price \$1.25; by mail of the SURVEY \$1.31. THE HOUSE OF CONSAD. By Elias Tobenkin. Frederick A. Stokes Co. 375 pp. Price \$1.50: by mail of the SURVEY \$1.62.

THE POLISH PEASANT IN EUROPE AND AMERICA. Vols. I. AND H. By William I. Thomas and Florian Zuaniecki. University of Chicago Press. 589 and 526 pp. Price \$5.50;

by mail of the Suaver \$5.90. FOOD PROBLEMS. By A. N. Farmer and Janet Rankin Huntington. Ginn & Co. 90 pp. Price \$.27; by mail of the SURVEY \$.32.

Frice \$.27; by mail of the Survey \$.32.

SPECCI DEFECTS IN SCHOOL CHILDREN AND
How TO TREAT THEM. By Walter Babcock
Swift. Houghton, Mifflin Co. 128 pp.
Price \$.75; by mail of the Survey \$.81. THE TEACHING OF HYGIENE IN THE GRADES. By J. Mace Andress. Houghton, Mifflin Co. 176 pp. Price \$.75; by mail of the SURVEY \$.81.

SERBIA CRUCIFIED. By Milutin Krunich. Houghton, Mifflin Co. 303 pp. Price \$1.50; by mail of the SURVEY \$1.62.

FEAR GOD IN YOUR OWN VILLAGE. By Richard Morse. Henry Holt & Co. 212 p Price \$1.30; by mail of the SURVEY \$1,40. HIGHER EDUCATION AND BUSINESS STANDARDS. By Willard Eugene Hotchkiss. Houghton, Mifflin Co. 109 pp. Price \$1.00; by mail of the SURVEY \$1.06.



# The Child and the Electric Chair

Paul Chapman, Sixteen Years Old, Awaits Execution for "Murder"

By Winthrop D. Lane

BOY sixteen years three and one-half months old has been sentenced to die in the electric chair in New York. He has been legally convicted of murder in the first degree. He comes from good parents, has never been convicted of crime before, and did not intend up to the moment of the act to commit this one.

His name is Paul Chapman. Protests against his being put to death, set for the week of April 1, have already crossed the continent. These protests are not based on any question of guilt or innocence, but on the belief that a boy of his age should not suffer death for one misstep, and on opposition to the legalized savagery that made his sentence possible. The judge had po alternative but to pass the sentence that he did. He was the instrument, not the moderator, of the law.

It is perfectly possible in New York today to electrocute a child of seven years. This can be done in other states as well. In New York all children below that age are declared to be "not capable of committing crime." A child between seven and twele is "presumed" to be incapable of crime, but (Section 817 of the penal law)—"the presumption may be removed by proof that he had sufficient capacity to understand the act or neglect charged against him and to know its urong-fulness." Since the only penalty for murder in the first death, a child between seven and twelve who commits such a murder, and who can be proved to have had sufficient capacity to "understand the act" and to "know its wrong-fulness," can be electrocuted.

A protection is thrown around children who commit lesser offenses by the juvenile delinquency act, pased in 1909. This provides that "a child of more than seven and less than sixteen years of age, who shall commit any act or omission which, if committed by an adult, would be a crime not punishable by death or life imprisonment, shall not be deemed guilty of any crime, but of juvenile delinquency only." Such a child must, if practicable, be tried in a children's court. Even if Paul Chapman had been under sixteen when he committed his offense, he could not have claimed the protection of this act.

The law quoted with respect to presumption of incapacity

is a step backward from the old common law. The common law extended this presumption to the age of fourteen, instead of stopping it at twelve. We are thus still in the days of Lit-tleton and Coke. Those primitive fathers of the law, by whom our present understanding of child behavior and psychology was undreamed, still determine, in part at least, our outlook upon child crime. The law of sales, of torts, of contracts changes with our economic needs, for the leaders of business and finance are interested in changing it, but who is interested in changing the law of crime?

These facts are more important than the Chapman case. That case, however, bids fair to become historic. The attorneys for Chapman declare that there is only one other instance in the history of New York of a boy alleged to sixteen being convicted of murder in the first degree, and in that instance it is probable that the boy was really much older.

The offense of which Paul Chapman was convicted was not the offense that he started out to commit. He started out to commit burglary. Accompanying a nineteen-year-old boy, Hughes Davis, and Davis's brother, he went to an apartmenthouse in Brooklyn for the purpose of burglarizing it. It is the contention of the defense that the two Davis brothers induced Chapman to go with them only a few hours before the offense and when a third member of the party withdrew. They contend also that Hughes Davis was the ringleader of the affair, providing the burglar's kit, two automatic pistols and whatever else was necessary for the crime.

When all three arrived at the house, Hughes stationed his brother in the street as a warcher and took Chapman with him into the yard at the rear of the house. Paul waited in the yard while Davis reconnoitered. Upon investigation, Davis found that there were two men and one woman in the apartment, instead of the man and woman whom he expected to find. He then proposed to Paul that he enter and blackjack the extra man, but to this, says the defense, Paul vigorously objected. Davis thereupon agreed to use no violence and, entering the apartment through a window, began to chloroform the occupants with an atomizer. Paul followed as far as the window, but did not enter. Some movement of

the sleeping man indicated that he might awake, whereupon Davis, says the defense, raised his arm as if to strike. At this first indication of violence, it is claimed, Paul turned and ran, seeking to abandon the whole enterprise. Going downstairs into the basement, he lost his way in the darkness, bumping into ash-cans, gas meters and debris and being unable to find his way out. A moment latter he was joined by Davis, who said nothing had happened, ordered him to throw away his pisted and follow him to the roof. From the roof Davis descended in the dumbwaiter shaft, but this so aroused the people in the house that Paul was afraid to follow.

Paul returned down the main stairs, reaching the street in safety, and boarded a train at the nearest elevated station. He did not go home that night, and next morning was arrested as he approached his house. He did not know that anyone had been shot or hurt. It is the contention of the defense that all the homicides, which included the death of both men and the woman in the apartment, occurred after Paul left the window. Davis was trapped in the dumbwaiter shaft and shot to death by the police.

This story is denied by the prosecution at many points. Chapman, it says, not only accepted an automatic pistol, with a second round of bullets, from Davis, but accepted and wore, also, a pair of rubber gloves to prevent his fingermarks from being left behind. It was Chapman, says the prosecution, who bought the chloroform; he went to four different drug stores to get it. Two of the chambers in his pistol, it claims, were empty, showing that he fired two shots; moreover, since eight bullet holes were found in the bodies and only six chambers were empty in Davis's pistol, his two shots must have taken effect. Each side introduced expert testimony on this point, the two experts substantially contradicting each other on the question whether, in fact, the specific bullet claimed by the prosecution to have come from Chapman's pistol could have done so. The proof is too convincing, the prosecution contends, to admit of any doubt,

Murder in the first degree, under the New York law, is committed whenever, in the attempt to commit a felony, a person kills another person, whether the killing be intentional or not. Chapman was undoubtedly present and participated with Davis in the attempt to commit a felony.

Irrespective of the guilt or innocence of Paul, the question remains: Ought he to be put to death? In answering this question, the law took no cognizance of who he is. It did not ask what kind of boy he has been or what may be expected of him. The main facts in regard to Paul's sixteen years of life seem to be well established. The following statement of them has been supplied to the SURVEY by Matthew W. Wood, his attorney:

Paul Chapman was born in Chicago, Ill., on October 19, 1901. He was thus sixteen years and ten days old on the night of the erime. He comes from good parentage, his father having held a responsible position with the Grand Trunk Railway in Chicago. Unfortunately, the father deld from tuberculosis when Paul was less than three years old. This left the mosher with two children, Paul and a brother five years older than himself, to support.

The family moved to Brooklyn, New York, shortly after the death of the father. Although the latter had left \$5,000 in life insurance, this did not assure permanent support and the mother sought and secured work. Her earnings never quite made both ends meet and the life insurance money was gradually used up.

Paul attended public schools in Brooklyn continuously from 1908 to October, 1916, his progression being regular. When he left he was in the 1-A grade, next to the graduating class. He attended, in all, four different schools, and at the trial at least two teachers from each of these testified to his good deportment and standing. From each of these testified to his good deportment and standing. From 1910 to 1912 he was choirlowy in St. Ann't Church, Brooklyn, from from 1912 to 1915 choirlowy in St. Bartholomew's Church. Change of two exceptible him to [eaze the latter. At the trial the choir-ratial the choir-ratialy choir-ratial the choir-ratial the choir-ratial the choir-ratial

of St. Ann's swore that he was far above the average in courtesy and gentlemanly conduct,

At about this time his mother married again. Whether the presence of a stepfasher in the house irristed Paul is not known, though he did not complain and his stepfasher was always kind. Certain is devent may have contributed to his longing for a change of secue. the death of his brother in September, 1916, from the same disease that had claimed his faiber. He left home in Deermber, 1916, which was the world. His departure caused no extrangement conditions and the same disease conditions and the same disease that had claimed his faiber. He left home in Deermber, 1916, to make his way in the world. His departure caused no extrangement conditions and the same disease that the

Paul's first idea was to get work in a munitions factory in Bridgeport, Com., but he found that city "foo tough," as he wrote to his mother, and left a few hours after arriving. He then went to Philadelphia and five days after leaving home was able to samounce that he had secured work with the Adams Express Company at \$7 a week. "I just about make both ends meet." he worte to his mother

Paul did not work long for the Adams Express Company, and his next job was at one of the du Pont powder mills in New Jersey. There he worked until the following June, finally leaving because he would have had to swear falsely to his age in order to stay; he had secured work in the first instance because he looked much older than he was: standing five feet ten and one-half inches in height and weighing 150 pounds. He next went to Camp Meade, Annapolis Junetion, Md., and later to Akron, O, returning home (teother 15, 1917. It was during these nine months that Paul was away that, it is claimed, he changed into a "hold" boy. The record of himself, as set

It was during these nine months that Paul was away that, it is claimed, he changed into a "bad" boy. The record of himself, as set down in the letters to his mother, written oftener than once a week, do not bear out any such change. Fifty-two of these letters are now in his attorney's hands. In them he frequently urges his mother not send him money, assing he does not need it. On her birthday he sent her \$3. The letters are full of solicitous affection and healthy boyish prattle.

Homeischens caused his return. He reached Brooklyn October IJ, two weeks prior to the murder. Being without money and his clothes being ragged, he did not go home for several days. While looking for work he again met Hughes Davis, whom he had known at school, and who was the originator of the enterprise that proved his underige. Paul's entry into that aftair was undoubtedly the desire to secure some money. When he did go home, four or five days after exerting, he put his head on his mother's shoulder and wept and wept. Paul Chapman has no criminal entere. He had never before been desired to the state of the desire to d

The facts here set forth have no relation to the naked, legal act of which Paul Chapman has been convicted. They have every relation to the kind of boy he is and to the form his punishment should take. Rounded out and filled in, with his capacities and talents shown, his intelligence gauged, his weaknesses discovered and his health noted-with the whole boy studied-they constitute the basis and the sole legitimate basis of treatment. They are the diagnosis of his case. It is such facts as these that modern penology is coming more and more to admit into the harsh sanctuary of its purpose; both our law and our courts will some day have to take full cognizance of them. Yet they are the facts that one of the district attorneys who prosecuted Chapman dismisses as "sentimental dribble." They have "nothing to do with the case." Chapman, according to this attorney, has a "crooked heart;" the facts "crucify him." These words of the district attorney were not uttered in a court of law, to secure a conviction, as part of a day's work. They were spoken to the writer. The attorney did add, however, that if any reason existed for "bestowing clemency," it was Chapman's age,

The appeal taken in Chapman's behalf operates as a stay of execution. He will not be electrocuted until the Court of Appeals has reviewed his case; this is not likely to happen for some weeks. If a new trial is not ordered, Governor Whitman must decide his fate.

Pressure from one strange source has already been brought to bear on the governor. A few weeks ago, while he was stopping at the Blackstone Hotel, in Chicago, a troop of twenty boys descended upon the hotel and demanded to se him. The clerk asked them if they had an appointment. They said no. The clerk said that the governor could be seen only by appointment. The boys asked that word be sent to him that twenty members of the Boys' Brotherhood Republic were below and wanted to see him. The governor asked them to come up. For some minutes he listened in surprise to the pleas of their spokesman for mercy for Paul Chapman. The motto of this republic is, "When a kid's in trouble, we're in trouble." These members of it had come to plead for a boy of their own age who was "in trouble." Before they left, Governor Whitman had promised to remember their words whenever the case came before him.

Later the "city clerk" of the republic put the boys' ideas into a letter to Spencer Miller, Jr., who was formerly attached to the staff of Thomas Mott Osborne at Sing Sing. Part of that letter follows:

DEAR MR. MILLER:

Our plea was just a human plea made by boys for a boy in trouble. . . . We are interested in Chapman because the boys of Chicago feel that a boy of his age should live in spite of his mis-step. If the state of New York will allow this boy to be killed, the boys of Illinois will charge your state with murder.

Your governor promised us that he would remember our plea whenever the case shall some before him; he started that we we justified in our request for mercy. Your governor will keep his promise. You must save this boy. Here in Chicago no such sentence would ever be given to a boy of Chapman's age. What is the matter with New York? Why do the boys of New York Miss such tactica? Is there no man in New York like Jack Robbins to guide them?

If there is anything the 273 boys of the Boys' Brotherhood Republic can do to save the life of Chapman, let us know at once.

Whatever happens to Paul Chapman, now in Sing Sing's death house, the law, unless changed, will still hold in store for other sixten-year-old "boy murderers" the same treatment that it has set out to give him. A movement to change the law is already on foot, an assemblyman from Chapman's home borough having introduced a measure to make the penalty for murder in the first degree, when committed by a person under twenty-one years of age, imprisonment only; the maximum term is fixed at life in this measure, the minimum at twenty years. Meanwhile, not only in New York, but in other states, society must answer the question whether it wants its laws to continue to regard children as eligible for the electric chair.

# Medical Social Service in a Disaster

# An Interpretation of the Reports of Some Red Cross Workers in the Great Halifax Explosion

By Michael M. Davis, Jr.

ARELY twelve years ago medical social service began in the hospitals of the United States, under Dr. Richard C. Cabot at the Massachusetts General vigorously, and by persistent endeavor secured admission to over three hundred hospitals and dispensaries of the country. It has become recognized as an essential adjunct of modern

But medical social service has often been thought of only as a pleasant supplement to medical and nursing service. Through the Halifax disaster it has shown itself to be more than that. It has revealed itself as a necessary element in grappling with an emergency situation. The trained medical social worker has gone on the ground, with the surgeon and the nurse, in the midst of a calamity, and has justified her presence.

Serious as was the property loss at Halifax, the medical needs due to injury overshadowed them. Some three thousand persons received treatment at hospitals and dressing stations within a few days immediately following the explosion. All available hospital beds were utilized; patients were sent sixty-five miles away to hospitals at Truro, and later eighty were sent even to New Glasgow, over one hundred miles from Halifax. Katherine McMahon, head worker of the Social Service Department of the Boston Dispensary, was with the first Massachusetts part to carry Red Cross aid to the stricken city. She was shortly followed by a number of others under Red Cross auspices, among whom were Lucy Wright, formerly superintendent for the Massachusetts Commission for the Blind, and Elizabeth Richards Day, organizer and for some evers head worker of the Social Service Depart-

ment of the Boston Dispensary. Reports rendered to the Red Cross by Miss McMahon, Miss Wright and Mrs. Day supply the material and the occasion for this summary and interpretation of medical social service at Halifax.

Medical social service became active in Halifax about December 12, six days after the explosion. At that time it was estimated that fully 1,200 persons were in hospitals; but these figures are not wholly trustworthy. By December 16 the hospital population in Halifax and Dartmouth was 860. The American physicians who hurried to Halifax organized five hospitals, which were ready for operation by December 16, with a total capacity of 900 beds. Medical social service was attached to each of these hospitals, also to the Victoria General Hospital of Halifax, and a working relationship established with all of the militury hospitals.

The admirable understanding and cooperation of the physicians in the Halifax institutions at once revaled many immediate problems with which medical social service had to deal. Some of the patients were seriously, some slightly injured. The problem in some cases was a brief, in others a long one. In a large proportion of cases, however, the problem of readjusting the patient to normal life involved more than mere completion of the immediately apparent medical treatment. This is essentially the problem which medical conditions excite meets in every hospital—learning the social condition, that restoration to health and return to normal family and community relationships shall go hand in hand.

Since it was essential to keep these military hospitals for their proper purposes, it was the plan of Lieutenant-Colonel Bell, as soon as the American hospitals were established, to evacuate the military hospitals over to the American units, as rapidly as the condition of the patients permitted. This was speedily carried out, only sixty patients remaining in the military hospitals by January 1.

The part of medical social service was to study the social conditions of the patients in the hospitals. Trained medical social workers actually interviewed fully 800 of the hospital patients. They asked of themselves and of the hospitals this question: How shall these patients be brought back again, as fully as possible, into normal lives and relationships? They gave immediate assistance in six ways:

- 1. Aiding in getting out of the hospital patients who were in condition for discharge. In this stricken city this was often a complicated problem, involving in most cases the provision of proper clothing and of assurance to the doctor of shelter for his patient.
- cated problem, involving in most cases the provision of proper clothing and of assurance to the doctor of shelter for his patient. 2. Every hospital patient who was able to be talked with was interviewed, in order to gather sufficient data for registration with
- the Rehabilitation Committee, and also to discover any pressing medical social needs that should be taken up.

  5. Plans of cooperation for the care of individual patients had to be worked out with the District Nursing Committee, for those patients who, after discharge from the hospital, needed further medical care at the out-patient departments or dressing stations. Also, a cooperation had to be established with the Children's Committee, on special problems of children's with the Committee on the Blind, which was making the committee of the Blind, which was making the committee of the Blind, which was not proposed to the problems of the Blind, which was medical situation was no looger important.
- 4. A complete ceosus of the haodicapped was attempted, including eye injuries, fractures, wounds, burns and amputations.
- Making connections with organizations, committees and persons, who will or should have responsibility in working out follow-up and after-care—for example, the Victorian Order of Nurses, the physicians in the hospitals and outside.
- sicians in the hospitals and outside.

  6. Intensive case-work with individuals who presented social problems chiefly involving a medical situation.

As examples of case work, Miss McMahon cites a number; two will be illustrative:

Family of five. The father killed in the explosion; the mother totally blind; grid of 21, one eye enucleated and the other injured and needing careful medical supervision for some time before a prognosis can be made; grid of 17, one leg amputated below the kine; mother must be in the hospital for a long time, but the two grid and the boy were ready to leave. The medical social worker's problem was to find the proper place for them to stay. The older grid went to her employer's family, who were very much interested in all that concerned her; the second grid to a convent where one of he the title boy to the home of a relative.

Husband overseas. The mother seriously wounded and ready to be discharged from the hospital, but needing careful dressings for several weeks. Her own plan was to go to her mother in Amherst, a small village where the nearest medical care was eight miles. The medical social worker persuaded her to go to the Convalescent Hospital in Halifact, and arranged to find her two children who were in separate shelters, and take them to her mother in Amherst. This austified the mother and she was quite willing or occept convalencem

Thus, medical social service attempted the immediate task of promptly fitting the patient back into the community, after the completion of the immediate medical care. But a considerable proportion of the people were so seriously injured or handicapped or ill, that a longer range view was required. Therefore, two studies were undertaken: first, of the eye injuries, which, owing to the flying glass, was an outstanding and terrible feature of this calamity; second, of other types of serious injury or disease. The 330 eye cases were specially studied by Miss Wright, the others by Mrs. Day.

Newspapers reported that 700 persons were made totally blind and 1,800 partially blinded by the explosion. Far above the facts as these figures were, the truth about the eye injuries was tragic and urgent enough. The first demand was immediate relief by the surgeon's skill or otherwise. Miss Wright's aim was to reveal what lay behind and beyond. She studied 330 cases (since she left the number has been brought up to 633), and much of the unutterable agony of life can be read into her simple classifications, which include only a part of those studied: totally blind, 32; vision doubtful in both eyes, 58; blind in one eye, 124; vision doubtful in one eye, 171; vision recovered in both eyes after injury, 124.

"A woman of thirty-one, now totally blind," says Miss Wright, "is a patient in one hospital, while her little daughter, nine years of age, totally blind, is a patient in another. Two other children of this mother were killed in the explosion and two were bally cut, but will recover. The husband and father was killed at his work. This mother wanted to told what blind women may do, and felt that there would be real chances in life for her little blind daughter, but few for herself." Such was one instance wherein a plan for follow-up and after-care must be made while the patient is still in the hospital.

Reaching out into the community is the "need of adequate permanent provision for follow-up work and after-care, especially for the cases" in which the outcome is not yet certain. Suffering, economic loss and in some instances needless blindness could doubtless be prevented in a number of cases if proper follow-up work is done. Thus, "A child who received a blow in the eye at the time of the explosion had no trouble until two weeks later, when she was suddenly unable to open the eye. Her mother so far refuses treatment for her." Facilities for medical care of eyes; educational information for the public; supervision and vocational training for the blind and the near-blind-all these will be necessary and all will require a painstaking study of the types of cases needing attention and well-organized machinery to see that the required care is given and carried on so long as necessary. Miss Wright and the medical social workers who followed her at Halifax thus aimed to build a plan for these cases which would wisely link the present with the future.

Mrs. Day took up the study of other than eye injuries, with the same intention of analyzing the exact nature of the problems of these patients, and thus planning their ultimate medical care and social readjustment. By studying the hospital records, and by consultation with the medical, social and relief workers, such an analysis was made. Two thousand eight hundred and forty-six records were read, and out of these 330 cases of eye injury were selected for study by Miss Wright, while 261 were taken for special study by Mrs. Day. as they appeared to have injuries of a serious nature. The troubles from which these 261 patients suffered, said Mrs. Day, "represent two general groups: First, those that we know are definitely handicapped for life and for whom some further medical care and special industrial education and reeducation would be necessary. In this group at the present time fall the amputations only, twenty-five in number. The second group is an uncertain one, and includes those injuries the results of which it is too early to determine. Any one of three things may happen to the patients of the second group. They may entirely recover; they may grow worse and make amputation necessary, or they may only partially recover the use of the injured members. Such cases as serious burns, deep wounds, compound fractures, accompanied or unaccompanied by some sensis which may leave muscle contractions and stiffness of the joints, fall into this group. Some of the mental and paralysis cases may also be included here. The first group will require medical observation and massage for many months preparatory to artificial limbs and apparatus, together with a

plan for their vocational training, carefully worked out, psychologically and industrially. The suggestion has been made that vocational work might come through the school established for the handicapped soldiers,"

As examples of such cases, Mrs. Day cites:

Man, age 25, highly intelligent, who was working on the waterfrom at the time of the disaster and received injuries which necessisted the amputation of his left leg below the knee. He is matried, has one child, and has been averging \$10 a week as a sevedore. Temporarily his wife and haby are cared for by his wife's brother. Temporarily his wife and haby are cared for by his wife's brothers, Before leaving the hospital a shin graft is to be done and masse is advised for an indefinite time. The period of complete incapacity will be for a least three months and great care must be exercised in the proper fitting of an artificial leg. Meanwhile some industrial training should sart immediates.

Gil, age 7. Louse pares. in the disaster. Was brought to the bospits using from the disaster. Was brought to the bospits using from the disaster control was pitable; when the bospits were proposed to the merely cried a dazed fashion and trembled widerful; be was unable to speak or walk and are preactically nothing. Rest, quiet and good bygiene in normal surroundings were advised. The home conditions proved exceedingly poor. A well-meaning but ignorant grandmonher wished to take her into her home, where in there rooms were living a family of eleven, including seven or eight noisy children. Return to such environment would unquestionably mean serious if nor fatal consequences. The grandmother has at last responded to persussion and Mary is to be placed in a private home for six months, where the recommendations made by the physical conditions are considered to normal condition and able to return to her home improved if possible in the meanime.

"The results of this study," concludes Mrs, Day, "have been presented to a group of people representing the Medical Relief Committee, the Halifax Medical Society, the Rehabilitation Committee, and children's and nursing interests. It is their hope, as well as that of those most closely connected with these cases, that a medical social worker may be appointed for several months to work under the Rehabilitation Committee, whose special interest would be these seriously injured people. At the same time the Medical Relief Committee, in cooperation with the Halifax Medical Society, plan to enlarge the scope and general equipment of the Halifax dispensary, in order to meet the needs of those cases which require specialized surgical attention.

"If these two plans can be carried out there is every reason to believe that these two groups of cases, upon which the disaster has fallen so heavily, may be helped and relieved to the

full extent that service and science can contribute."

Thus, medical social service broke into the midst of a great calamity. It helped in the immediate emergency, but it also studied the problem presented by patients who could not at once reenter community life, and who needed a long period of care and gradual readjustment. In so doing it has demonstrated that the medical situations which arise out of any disaster cannot be handled merely as emergency measures, any more than the average case in a hospital or dispensary can be handled merely from the medical aspect. A study of the patient as a whole, in all his relationships, needs to be made before a complete plan can be devised for his permanent cure and refitting into the community. This is essentially the principle for which medical social service in hospitals and dispensaries has been contending for twelve years. The acceptance of the principle at Halifax itself, and the reception given it by physicians and social workers who were among the relief parties, has called it more widely to attention than ever before. No organization or "unit" formed to deal with a flood, fire, explosion or other disaster, can hereafter be regarded as complete, unless in addition to the doctors, nurses, relief workers and administrators, there is also a due proportion of trained medical social workers. If twelve years ago medical social service received its baptism, Halifax has been its confirmation day.

# "Help Wanted"

# The Employment of Women by Transportation Companies in New York City

# By Nelle Swartz

EXECUTIVE SECRETARY THE CONSUMERS' LEAGUE OF NEW YORK CITY

N December, 1917, New York city witnessed for the first time women in the role of guards and conductors in our transportation companies. By March, 1918, four common carriers had introduced women in these capacities.

- The New York Railways Company employ about 500 women as conductors.
- (2) The Brooklyn Rapid Transit Company employ about 1,000 as ticket choppers, porters and car-cleaners; as conductors on surface lines, as guards on subway and elevated lines.
- (3) The Hudson and Manhattan Railway Company employ about 30 as guards on the Hudson Tubes.
- (4) The Manhattan and Queens Traction Company employ women as conductors on the Queensboro Bridge and Jamaica routes.

The reason given by the companies for the introduction of women into this new industry is that the demands of military service have made irreparable inroads into the personnel of their employes; that the type of man needed for the work is not available and the fear of future drafts makes it unwise to limit their working force to men.

This seems a perfectly fair statement. But compare with this the figures of the public and private employment bureaus and the labor unions, who state that there is no shortage of labor. Where, then, is the hitch? Does it not lie in the fact that the "type" referred to by the companies are not able to accept work at the wage offered?

The policy of the companies to date has been to engage women on exactly the same terms as men. They receive the same pay—27 cents per hour as conductors, 24 cents per hour as guards. It is assumed that the women will be advanced at the same rate as men. Recruited as they are from the lower paid industries, i.e., laundries, factories, department stores and domestic service—the women themselves are first drawn to this work by their increased wages.

Good feminists and members of the League for Equal Op-

portunities for Women rejoice that here at last we have equal pay for equal work. The one cry that has gone out from the labor movement and social reformers alike is that in the replacement of men by women, women should not supersede the men by underbidding them. But we must be sure that future increase in the wage scale should not be subject to delay on account of the introduction of women.

It is significant that the companies themselves claim that since the introduction of women the men have become more docile. The companies themselves thereby acknowledge that the employment of women is being used as a club over the heads of men. The situation is still more acute in that the women themselves are satisfied, as far as the wages are concerned. It will hear watching.

It has been rumored that women were introduced into the transportation companies to ward off a coming increase which was expected by the men. If this is true the introduction of women will be a great factor in keeping down the wage scale.

The hours of women are the same as those for the men, usually a ten-hour day over a spread of from twelve to fourteen hours. The women work on the night shifts and usually seven days a week.

To one studying the hours in transportation, the present system seems most inefficient. That it is often necessary to spend three, four and sometimes five hours a day hanging around a car barn waiting to be sent out on runs seems unpardonable. To the women particularly this causes undue hardship. On account of the uncertainty of traffic and crowds, probably all of this could not be eliminated, but it is undoubtedly true that a legal curtailment of hours would lead to new scrutiny of methods and organization. In industries where a shorter work day has been introduced, "lost time" has been lessened. The inauguration of a shorter work day would be an added incentive to use more gray matter in solving the biggest problem that any industry faces, i.e., the human problem.

The companies claim that it would be well-nigh impossible to have different hours for the women than for the men; that there would be no way of knowing, for example, when "No. 1209" is ordered out on a car, whether a man or a woman will appear. The reply to that is there should be a way. The readjustment of a schedule to meet these conditions is no doubt complex but it should be met by an enlightened management and placed on a scientific basis. The state has long recognized the fact that because women are more susceptible to disease and because of their function of wives and mothers they should be protected from overstrain and overfatigues.

While we claim that the hours are much too long for women, they are also too long for men. No occupation should require so many hours of work that there is no time for leisure and recreation, no time to lead a wholesome, normal life.

From Wisconsin comes the word that the Industrial Commission there is limiting the hours of women in transportation to six hours a day; that women are forbidden from working at night. Furthermore, the Wisconsin Industrial Commission is asking the transportation companies to give proof that women are needed and necessary. The Industrial Commission of New York state has no such power, but it is the firm belief of many that the 1918 legislature should enact legislation similar to the factory and mercantile acts which would limit the hours of women to ten hours a day, forbidding their employment at night and giving them one day of rest in seven (Senate bill by Nicoll, Int. No. 210; Assembly bill by Meer, Int. No. 910; Assembly bill by Meer, Int. No. 910;

The question of women standing for ten hours is another serious problem to be met, especially for those women employed as conductors on the pay-as-you-enter cars and on the Hudson Tubes and the Brooklyn Rapid Transit as guards.

Physicians have always testified to the fact that women, because of their physiological make-up, should not stand for long hours. It is injurious to their health. Our factory and mercantile laws provide for seats for women. If women are to be used in transportation, suitable seats should either be provided for them or they should be forbidden from employment where the use of seats is not practicable and their hours should be considerably shortened.

Labor turn-over could be reduced to a considerable extent by the companies if a woman supervisor were employed to hear complaints, supervise employment, and to be familiar with schedules of work of the women. Many women have considered leaving because they feel a heistancy of talking over with men personal problems in relation to their employment. It is a well-established fact that where women are employed a woman personnel manager tends to increase the efficiency of the women by adjustment of complaints and to reduce labor turn-over.

The companies claim that as far as their labor policy is concerned it is an "open shop." Trade-unionism, however, has never flourished in these public utilities, and the feeling is expressed by many employes that union members are not hired and that men have been discharged for attending meetings of their organization. The fact remains that there is no form of collective bargaining in operation reached by an agreement between the organization of employers and an organization of employes.

Hours for women can be regulated by legislation, but as long as workers are engaged by the companies on an individual contract it will be impossible to adjust the wage scale fairly to all parties concerned and with due regard to the increased cost of living.





Sixty women's clubs in the Philippine Islands are cooperating with the Burcan of Agriculture in a food construction and vegetable-growing campaign. The Woman's Club of Manila, in this connection, recently held a parade in which school children and boy scoust also took part and which took an hour to past a given point. It was the first open-air demonstration, religious processions apart, in which Filipinas have very taken part.

Da Jedo Google

# The British Miners and the War

AN INTERVIEW WITH

# Robert Smillie

PRESIDENT OF THE LANARKSHIRE MINERS' UNION [SCOTLAND], PRESIDENT OF THE MINERS' FEDERATION OF GREAT BRITAIN, CHAIRMAN OF THE TRIPLE ALLIANCE OF RAILWAY MEN. TRANSPORT WORKERS AND MINERS

MR. SMILLIE comes from the same district which gave Keir Hardy and Alexander MacDonald (the great miners' leader and one of the first labor members of Parliament) to the English labor movement. He is the day the executive of the largest and most powerful trade union alliance in Great Britain—and perhaps in the world. While, earlier in the war his views on wor policy and peace were outspokenly at variance with the general trend of tentiment within the ronks of organized labor, so sewe was his standing among the men for trusted leadership and ability that he was kept at his post. The government itself appointed him to membership on the Whitley commission whose report forms the basis of British policy for industrial reconstruction now and after the war.

Robert Smillie has seven groum sons—all Socialists like their father. Two of them came to him when the word roke out and said, "We know how you stand. We believe as you do. But if there is to be killing and sweating we will take our share of it." And they volunteered. Two other sons came to him; they were conscientious objectors, and have been accepted as such by the tribunals, being allowed to work in callings of national importance: one on a farm and one in timber cuttings. There other sons are at work in the mines and steel mills. One of the first named is an officer who put his training in the pits to account in helping carry out the largest millitary mining operation on the western front. He was later involided back to England with neurasthenia as a result of nine days in which he was cooped in a dug-out in the midst of artillery first.

Smillie himself is a man of about fifty-five or sixty, a Scotchman in the bur of his tongue and a miner in the set of his shoulders. In his rough twoceds, pipe in mouth, in a room so cold that he paced back and forth to keep warm, he made this statement at Nottingham of how things stand, from his point of view, with the men of the mining industry and the war. His position, like that of Snowden, Lambury and Anderson, has been much more consistent than that of Henderson, Thomas and others who are joining with them in the new 'labor of, ensive' [use UNEWF for March 2 and March 0]; but it much more extreme. With the "swing to the left," it must be reckoned with in estimating the trend of British working class opinion. The interview was given in January, however, before the German armies had forced acceptance of their conquests on the eastern front.

On March 10, the British government announced its decition to proceed with the recruitment of fifty thousand more coal miners—a decision unexpected, as the miners had not finished taking a ballot of the entire membership as to whether to accept the government's plan of recruiting. "The opinion in labor circles," reads a cable to the New York Sun, "is that the order which becomes effective March 21 will tend to revive unrest in the mining districts."

UR experience in this country was that when war was declared it undoubtedly created an enormous mount of enthusiasm. Men of all ranks rushed to join the army, for what to them seemed the holiest cause that could be—the defense of small nations and treaties. Fathers and sons went together to recruiting offices, and fathers made misstatements about their ages in order to be accepted as recruits.

Moreover, there seemed to be a special desire to have miners on the part of the military authorities, who stated on many occasions that miners made the best class of soldiers. They had been used to facing dangers all their lives in mine work. The nature of the employment had developed them and made them strong. They did not require so much training as people who joined from sedentary employments. Within the first eighteen months about a quarter of a million miners joined the colors—or, roughly, 25 per cent of the mine workers.

We found so many miners leaving the mines, there was serious danger that a falling output of coal would interfere with the engineering and munitions works. A very large number of elderly men who had previously been miners came back to the pits, and a large number of outside laborers came in. In addition, some thousands of miners who either broke down in training or were wounded were sent back. The military authorities did not, however, return any Class A

men, and the districts managed to keep up output with the additional labor mentioned.

It was evidently the intention of the military authorities and employers that soldiers coming back into the mines and into munition work should be under military discipline and should wear the uniform and work at soldiers' pay. The miners in conference decided that they would insist that these men should have full civilian rights, that they should have to be members of the trade union, and that they should not be used as strike breakers. The government agreed to this line, and the soldiers returned to the mines are in the same position as other workers.

All members of the miners' unions who have gone to the front have been kept in full membership without payment while there, and will be accepted back in good standing on their return. All those who have come into the mines from the ounside have, of course, linked up with the unions. [The present situation is that in probably 95 per cent of the coal mines of Great Britain all persons connected with mining labor must be members of the organization.] In the majority of the branches of the miners' federation the payment of six-pence per year to the union secures funeral benefits to the miner, his wife and children. Because of the number of miners who joined the army, the deaths at the front have been exceptionally heavy, and death claims have been paid out in all cases. This has been a serious drain on the unions, but

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as there have been no serious or widespread strikes, they are financially stronger than they were prior to the war. Including those at the front, they number 800,000 miners— 60,000 or 70,000 higher than before the war. But no less than three hundred thousand have joined the forces. Since the falling off of the export coal trade the output of the mines is, of course, considerably under that of normal times, not because the individual miner has turned out less, but because there are less men engaged.

Previous to the war, miners usually sent one or two of their isons to learn a trade outside the industry; since the war, all boys of a miner's family, generally speaking, have gone to the pits or are working on the surface. In Scotland the boys go right to the coal base as drivers; in other parts they go as trapper boys or pony drivers. At all conferences the miners are in favor of raising the minimum age to fifteen and sixteen, but during the war this has not been possible.

There are no women underground in any part of Great Britain, as was the case in the middle of the last century; but on the surface, in Lancashire and Scotland, there has been an increase since the war in the number of women employed to take the places of men and boys in clearing and manipulating coal on the surface. We insist that these women or young girls receive the same wages paid to the men or boys whose work they are doing, and in our last claim for an increase in wages the women got the full increase of nine shillings per week, secured by the men. In nearly all the mining districts outside of Lancashire and Scotland the mine workers object strongly to their women being employed about the mines. If it had not been for the war, the probability is that a strong movement would have been set afoot to have female labor abolished even in Lancashire and Scotland. The question of the women being competitors of the men has not entered in. By insisting on the same wages for the same work we eliminate that. The miners do not think it is suitable work for the future mothers of the race. It is in many cases dirty and hard work. The women who have come to mining work since the war broke out will, in all probability, leave it-after things have settled down. Under reconstruction, if it is seriously gone into in the nation's interest, many channels of employment will open up, and make the pressure on them to earn in this way less severe.

### Reconstruction as the Miners See It

I HAVE probably a more unique opportunity for testing the views of the organized workers of the country than most people because I have spent the last three years in addressing mass meetings in every corner of England, Scotland and Wales. The majority of those meetings have been called under trade union auspices, and the chief matters dealt with have been the preservation by organized labor of the liberties which it has taken so many years to secure, and the furtherance of a greater after-the-war reconstruction movement, by which the land of Great Britain will be taken over from its present holders and used in the interests of the people; and mines, railways and workshops will be used for the production of commodities for use, and not merely to build up fortunes for the capitalist class. The miners' conferences are practically unanimously in favor of state ownership of the land and of replacing the people as food producers on land which is now unused. They are certainly determined that as far as in them lies the government shall not only continue in control of the mines, but extend that control to state ownership. The syndicalist idea of miners' working, managing and owning the mines has not a very deep hold on the miners of this country. They fully expect, if the mines are owned and controlled by the state, that the workmen will have a considerable voice in the management in view of the fact that they have more than livelihood at stake. Their safety of life and limb justifies the claim that they shall be represented in the management. We feel that many accidents of a more or less dangerous character arise not from the carclessness of the present management so much as through the desire to secure the largest possible output at the smallest possible costs.

# How They Held on to the Right to Strike

PROBABLY the most important factor in industrial relations in the war was the attempt of the government to put miners under the munitions act. This would have taken from them the right to strike, and would have placed their leaders under a clause which imposed a heavy fine or imprisonment on any leader who had part in one. Mr. Lloyd George was minister of munitions when that bill went through, I saw him on behalf of the miners and told him that under no circumstances would the miners allow themselves to be placed under the munitions act. He ultimately agreed. That very fact has done more to keep some little shred of freedom for the workers of this country than any other thing that has happened. All the strikes that have taken place in shipyards, engineering and munition centers have been illegal strikes. They have been unconstitutional, as the officials of the unions dare not consent to them. No trade union funds have been paid out to the strikers. Yet the government could not act as strongly as it pleased against men who came out on strike because of the fact that the great mining movement was still free to take industrial action at any time. The government could not act drastically elsewhere, when the trade union movement generally knew the miners had held out and were free when their own leaders had permitted them to be put under the act.

One of the local branches of the miners' organization in Scotland passed a resolution that if other trade unionists were badly treated they would stop out of sympathy. But the necessity has never arisen.

In South Wales a dispute broke out immediately after the munitions act was passed—the most important area in Great Britain from the point of view that it supplies admiralty coal for Britain, France and Italy.

The government got the king to "proclaim" the South Wales miners, which was equal to placing them under the munitions act for the time being. The government then endeavored to get them to return to work. But the very fact that the line had been taken of proclaiming their strike as illegal stiffened them; and the government ultimately had to take over control of the Welsh mines and to force the employers to concede the points for which the workers were contending—a substantial increase in wages to help meet the increase in the cost of living.

Since then the government has taken over control of all the mines of Great Britain, metal, as well as coal; lime and other quarries; also brick ovens and coke-producing plants.

In August last the Miners' Federation, which includes the men of all of the coal mining districts of England, Scotland and Wales, made a demand for a general increase in wages, to help meet the increase in the cost of living. They made this demand not to the mine owners, but directly to the government through the coal controllers and threatened a common strike unless a substantial advance was conceded. In September last an increase of one and sixpence per day was granted to all men and women working in and about the mines who were over sixteen years old, and ninepence per day to all minors under sixteen.

It might be said that during the first two years of this war the nine workers of the country were probably the strongest in their devotion to the government in its policies and in their enthusiasm for the war. They always opposed and voted against conscription, but accepted it with other measures as they came along. But as mining was made an exempted industry, it did not fall on them hard.

Now, I feel sure, not only could it be said that their enthusiasm has been seriously dampened, but to a great extent it has gone our altogether. Voluntary recruting is now out of the question, not only at the mines, but from the industries. Nearly every soldier that joins from industry at the present time is a conscript.

# The Change in Feeling

I THINK the feeling is now with the majority of the workers of the country that a satisfactory and lasting peace could be secured by negotiation between the allies and the central powers. The feeling is strongly held by the majority that a peace could have been secured by negotiation twelve months ago, had it not been for the imperialistic aims of the ruling and government classes in the allied countries and, of course, in Germany and Austria.

I am speaking now for what I believe to be the majority and, more important, the more active and rebellious section. Their view of a settlement is that this war will ultimately be settled by negotiation and not by a military victory on either hand—and that hunger in the belligerent nations and the lack of supply of men will be the deciding factors in bringing this about. If this view is a correct one, then it follows that it must be also correct that negotiations ought to take place now rather than twelve months hence, when hundreds of thousands of men of all the nations whose lives might be saved, will have been wiped out.

This mining county of Nottingham may be taken as one of the most backward in Great Britain. From the advanced labor and political points of view, it has always been considered reactionary and the home of liberalism and liberal-laborism, as opposed to independence. It is now showing a wonderful movement of a revolutionary character. My own action as president of the Miners' Federation of Great Britain in holding as I do strong views in opposition to the unnecessary continuance of the war was the subject of severe criticism at branch meetings of the miners in Nottinghamshire earlier in the war. On invitation of the Miners' Association I have addressed three mass meetings this past week. At the one held last night, there were in attendance considerably over two thousand men and women. There were some railway workers present, but the men were chiefly miners. At these meetings every reference to an early settlement to the war by negotiation, every reference to the building up of the International at the earliest possible moment after the war, every statement that liberalism and conservatism, the old political parties, should be thrown aside and all classes of the democracy unite together in the building up of a people's party, perform their own government and carry on the affairs of the nation, in the interest of the democracy-was cheered to the echo.

I should like to add that from very wide experience in public meetings I was simply amazed at the enthusiasm shown. I feel certain that eighteen months ago I should not have been allowed to deliver those speeches here. I find that this change in temper, generally speaking, applies to every district in which I have been during the past few months. Though it is well known everywhere what my views are, and that I have been and am in direct opposition to the vast majority of the national trade union leaders of the country, I am receiving hundreds of letters from branch trade unions and local trade and labor councils to address meetings.

The rank and file of the workers are changing their minds far more rapidly upon the question of the necessity for pushing in the direction of an early peace than are the old leaders. I am convinced that the pressure from the rank and file will within a very short time force a change, if not in the opinions at least in the expressions of many of the leaders of the trade union movement.

There will not be this change in Scotland or Wales, because in those two countries the men have been anxious for peace negotiations for a considerable time. The same thing may be said of Northumberland. But the change which I have described as taking place in Nortingham is going forward in Durham, Yorkshire, Staffordshire and Derbyshire.

I have watched the change in my own county (Lanarkshire) and there it is very marked. Two years ago, though I am a trusted and favorite servant of the men, and they would not like to do anything that would seem to injure or offend me, I remember that in our conferences the vast majority of the delegates were fight-to-the-finish and knock-out-blow men. I have watched the change carefully, and I venture to say that the question of the earliest possible peace by negotiation, without annexation or indemnity, would be carried in Lanarkshire almost to a man. There is certainly a strong feeling in the districts of the country and in the conferences where the branch delegates meet against any more men being taken from the mines. The feeling is that peace could be secured if the British government were anxious to bring about an early settlement of the war.

### Causes of the Change

THE first cause of this change has been a natural one. We have been three and a half years in the most terrible war ever seen. Every village has its widows and orphans and mothers who have lost their sons. There is undoubtedly a war weariness.

Then the greed of the capitalist class and the profiteers has been another fruitful cause for bringing the people to look for peace. And the hideous mistakes which have undoubtedly been made, the blunders by some of our higher commands which have meant the useless slaughter of so many of the rank and file—Gallipoli, Mesopotamia and the latest at Cambrai—have added to the causes. These have all tended to make people tired of the thing; the food shortage, women and children standing in nucues have added to it.

But probably the chief cause of the change which has taken place in the minds of our people has been that they have come to find out through recent revelations in Russia that to a very great extent we were misled at the outbreak of the war. that we have not been in it solely because Belgium was invaded, but that there are many other factors. Our capitalist classes and great armament firms and the jingo imperialists with their greed for new lands to exploit and develop-a greed common to Russia, Germany, Austria, Italy, France and ourselves-they were all in it-were desirous of laying their hands on the possessions of other more primitive peoples. When you recall how Russia and ourselves divided Persia, how Germany wished for Bagdad and we sought to prevent it-out, all of us, for mineral resources and oil-those were the real causes. And there is now an extraordinary number of our work people that are reading those facts and spreading them among their fellows. Our people, in growing numbers, have come to the conclusion that so far as the working people of Germany are concerned they are pretty much the same as ourselves, and there is no real cause for war between us. I must admit that to me it has been rather amazing that all the efforts of the jingo imperialistic press to get up a bitter hatred against the German and Austrian people amongst the workers of this country have utterly failed. There is a hatred of the Junker and military class of Germany, and there is a growing bitterness against the same class in our own country. Our people to a very great extent believed that the very strength of the German military machine was proof that she was preparing for years for an attack on her near neighbors. But now, from the information that has leaked out, our people are realizing that Germany's great preparations may have been caused by her fear that combinations and preparations outside her own borders made it inevitable that she should prepare for a combined attack. The difficulty has been that up to the present time the governments of the opposing nations have managed to make their own peoples believe that they are fighting a defensive war and not one of aggression. That is the reason why working class opinion has not been more strongly expressed. If we can prove to the German people that the democracy of this country is not out to smash Germany as a nation and cut off Germany from free commerce with the rest of the world-if we can prove that we are out to rebuild the world nationally and internationally on lines of brotherhood and lasting peace-if we can prove to them that our ultimate aims are in keeping with the proposals of the best of the Russian revolutionists, for the final establishment of the cooperative commonwealth, and the rights of the people of all the nations to govern themselves in their own way, I have great hope of a strong and hearty response from the German people. If they did not respond, I at least should be sadly disappointed and should, I think, have to change absolutely my views of them.

Once we get our allies to accept labor's war aims (or peace aims, as I prefer to call them) we must manage to put them before the representatives of the German and Austrian democracy. If we then get an authoritative statement, representative of the views of the German Socialists and trade unionists, that they are not prepared to enter into negotiations, but are prepared to stand behind their government and military machine until the allies are conquered and military victory secured for Germany, then I feel sure there would be a strong and almost a united movement amongst the people of this country, that we must fight on and use all the powers we possess in what would then be a defensive war against unreasonable and outrageous opponents.

### To American Labor

Ir I were to send a message and greeting from the federation and myself to the whole working class of America, and especially the mining movement it would be this: we have so much in common—a common language and almost a common fatherland. And then we have this, that the workers from practically every nation in Europe are finding their way to your great republic, your great developing nation. They are forming under the stars and stripes a great human brotherhood of men of different creeds and different races such as we are hopeful to establish among nations of Europe in the near future.

The war aims of the British labor movement have now been brought out and have been passed with comparative unanimity by a conference representing every phase of the labor movement. I hope that our American fellow workers and the American people as a whole will join with us in endeavoring to secure peace along the lines marked out by the British workers.

# Social Welfare in Time of War and Disaster

# A Bibliography, Supplement No. 41

# Prepared by Christine McBride and Susan M. Kingsbury<sup>2</sup>

CAROLA WOERISHOFFER GRADUATE DEPARTMENT OF SOCIAL ECONOMY AND SOCIAL RESEARCH, BRYN MAWR COLLEGE

# Women's Service in War Time (Special Articles)

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possible even a year ago. This work is indispensable not only to every student of international affairs, but to every citizen interested in securing a final settlement that will make for an enduring STEPHEN P. DUGGAN.

DRINK AND THE WAR By Marr Murray. E. P. Dutton & Co. 156 pp. P SURVEY \$.56.

Just imported by Dutton's, this book was written in 1915 and brings us, therefore, only a partial report on drink and the war. It has no information as to what the Bolsheviki have done with the Czar's ukase against vodka, it makes no mention whatever of our national amendment, of the proposed war prohibition in the United States or of a dry zone for our soldiers in France. And there is only slight reference to prohibition as a measure of food con-

The book is nevertheless interesting as showing the position of great numbers of thinking men like the author, who "hastens to state" in the first paragraph of his introduction that he is not a teetotaler or a member of any temperance society, nor is he interested financially in the liquor trade; he is "an ordinary person who is fond of an occasional glass of beer," He states his case on the cover of the book in a quotation from the Kaiser-"The nation that will win in this war will be the one which is the most sober;" and later in the familiar words of Mr. Lloyd George-"We are fighting Germany, Austria and drink and, as far as I can see, the greatest of these deadly foes is drink."

He shows by quotation from the highest military and medical authorities that troops who have no liquor hit harder, shoot straighter, stand more work and exposure and recover more quickly from wounds than their drinking comrades. He is outspoken in his criticism of the revival of the rum ration for the British army contrary to medical advice, and of the unsolicited creation of canteens for the Canadians and other colonials who came to Great Britain tectotalers and left it something very different. The citizen armies of this war, recruited from all ranks of society, are much less able to look after themselves than the old regulars, who had knocked about the world and knew its ways.

On the industrial side, he had merely to pick and choose among the great amount of available information to show that the manufacture of munitions vital to all the allies, the building and repairing of ships and the conduct of the transportation and transport services were slowed down perhaps a third from their normal activity before the war. Excessive drinking among a compara-

# **Book Reviews**

THE APPROACHES TO THE GREAT SETTLEMENT, By Emily Greene Baleh. B. W. Huebsch. Price \$2.00; by mail of SURVEY \$2.12

There is no exaggeration in saying that when the great war broke out in 1914, intelligent Americans were less prepared to understand the political, economic and diplomatic background than were the intelligent citizens of the cultured nations of Europe. Americans had not been interested in foreign affairs. Hence at the beginning of the war there was a good deal of confusion of thought concerning the issues. As the war has gone on, this condition has been remedied, for intelligent Americans have devoted much time and energy to learning about the issues. One remarkable thing, however, about this is that, as the war has been prolonged, the statements of the combatants as to the issues at stake have changed, hence the terms upon which they have been willing to make peace have changed.

If intelligent Americans are to approach the final peace conference, whenever it comes, with an understanding attitude, they ought to be familiar with the various programs that have been put forth. That, however, has been a very difficult thing to do. But fragmentary reports of peace programs and of peace conferences that have been held in Europe have reached the United States, and the censor has sometimes played havoc with those.

Hence the opportuneness of this admirable book. Miss Balch has described in it every attempt to bring about peace that has been made, official and unofficial. She has considered similarly every peace program that has been put forth, whether official or unofficial. For the first time the average American has an opportunity to read a complete statement about many peace activities that have been hitherto beclouded by bitter controversy, e. g., the Stockholm conference. He has now the opportunity of comparing, side by side, the statements concerning peace made by the responsible statesmen of all the belligerents. But he has also for the first time the chance to compare the peace programs of the strong and progressive organizations of the various countries, such as the Union for Democratic Control in England, the English Labour Party, the American Alliance for Labor and Democracy, and the Socialist parties of the various continental countries. It is a rich feast,

The author is to be congratulated upon the orderly and interesting organization of her material, Moreover, her own views are nowhere imposed upon the reader. The various documents are connected by a running commentary, which is simply descriptive of fact and not of opinion and keeps one familiar with the chronology of events. Miss Balch draws no conclusions for the reader. But one can hardly read this volume without being struck by one hopeful fact, viz: the change in emphasis from the emphemeral aspects of peace, such as the distribution of territory, to its more permanent aspects, such as the kind of international organization that must be adopted when the war is over.

One also gets the impression that the peace conference will be more under the control of the intelligent public opinion of the various countries than seemed tively few men in the crews, and increased drinking among larger numbers earning the high wartime wages are undoubtedly responsible. The change in excise taxes served merely to bring practically to a level the prices of the better beers and of the worst spirits. The result, of course, was to increase the consumption of spirits.

Having thus made his case against liquor and having declared that men were ready for "root and branch" action-"the whole nation was prepared to accept any sacrifice that might be necessary in order to cut away the evil" -it is all the more astonishing that the author does not ask for prohibition but contents himself with abusing the government for failing to enact his own very moderate program as follows: "(1) To prohibit the sale of spirits, especially whisky; (2) to restrict the hours of public-houses and other licensed premises to two hours in the morning and three in the early evening; and (3) make some satisfactory provision for those workmen who are employed on night shifts," He seems not to realize, or at any rate to state, that these very measures have been the subject of practical experiment and have always failed, as Mrs. Tilton has shown in the SURVEY.

Two very interesting sidelights are brought out. In Russia, there was not only the niiracle of a nation turned from heavy drinker to teetotaler, but the elimination of the debauches and delays of the mobilization against Japan, which brought the Russian armies to the front three weeks earlier than the Germans expected them. The degree and the time of the pressure thus brought on the eastern front, the author believes to have saved Paris—an interesting theory, but one which perhaps does less than justice to the stand of the Belgians.

The other is his discussion of drink and atrocities. His theory is that German peasants and workingmen, used to drinking large quantities of light beer, took equal quantities of the heady wines they found on every hand, and went on a prolonged spree. The fact of drunkenness among both officers and men is well established; as an occupying army, the property and persons of the natives were at their disposal; the resulting atrocities were not acts of calculated cruelty but the irresponsible orgies of a drunken mob-Belgium was raped by John Barleycorn. To the author's argument it might be added that some of the acts done, particularly those of an unnatural sexual character, are of the sort that men do only when they are deep in their cups.

A concluding chapter on temperance and the British Empire is written to the thesis that "the Bible and drink go hand in hand with the Union Jack." British traders, for their profits, and the British government, for its taxes, have forced liquor down the unwilling throats of Buddhists, Mohammedans and Hindus, who were teetotalers by both practice and religious profession.

The final outcome of the argument in the book is thus stated: "War has caused us to realize that the liquor trade in this country is far too big and far too powerful for the best interests of the nation. When once this becomes fully appreciated by all classes then the liquor trade will shrink into its proper position in the national economy, and the liquor evil will die a natural death," But this, like so much of the argument about alcohol, wherever occurring, is befuddled. It does not square with the author's program of reform, 1, 2 and 3, given above; for to eliminate distilling will in no wise limit and may in fact increase the economic and political power of the brewers; and to curtail hours will not abrogate excise taxes, so that the government which decries the liquor trade continues to take a profit from the sale of liquor.

### ARTHUR P. KELLOGG.

THE UNMARRIED MOTHER
By Percy Gamble Kammerer. Little,
Brown & Co. 342 pp. Price \$3.00; by mail
of SURVEY \$3.15.

Such a piece of research as a careful analysis of five hundred cases of a selected group necessarily brings to light much useful material, and even though, as in this volume, there is lirlle that is arrestingly new, it is valuable and stimulating to have confirmation of theories as well as to have fresh emphasis laid on factors which experience long since proved basic in the causation of delinouency.

The healthy-minded worker does not react to sordid or otherwise deplorable conditions by becoming inhibited, but seeks to relieve, or better, to prevent.

Such a study as this, based on actual cases and presented without didactic comment, should prove suggestive to many people working with children and adolescents, whose environment and general make-up correspond to those outlined by Mr. Kanmerer.

The method which he employs is that of case histories arranged to illustrate causative factors. He presents in concise form an enumeration of causative factors as well as the number of instances in which the specific factor appears, either as a maior or minor cause.

In the estimation of causative factors of sexual irregularity we believe that too little point is made in this book of the truenedous emotional appeal, the force of which must in the majority of cases be the determining factor in the final surrender, regardless of other conditions which are contributory in that they have either failed to establish inhibitions or have broken down existing

It is unfortunate that in a study made as carefully as this one and involving as many cases, there is not more exact information regarding mental condition. Out of 500 cases but 132, or 26.4 per cent, had been given mental examinations.

While we agree with the author that, as a rule, faulty environment is inextricably bound up with mental abnormality in causing delinquency, nevertheless, particularly in a study of this nature, it would be of distinct value to have reliable data as to how many of these 500 unmarried mothers are feebleminded. In this country, while it may be assumed that among those who allow preguancy to proceed uninterruptedly the mental defectives form an important group, because of their lack of initiative and blunted sensibilities, we need scientific proof of this point.

Another important subject concerning which we looked in vain for information was veneral disease. Although mentioned in certain cases, there is no table or other systematic method of recording for all or for the majority of cases.

The author makes an interesting point worthy of note when he says: "In not more than a very few instances does the girl become pregnant as the result of intercourse which is indulged in for the sake of prostitution. This draws attention to a fact often overlooked, viz., the distinction between the girls and young women who give birth to illegitimate children and those who are prostitutes. It may be that illegitimacy is a condition which frequently leads to prostitution after the birth of a child, but it is evident that the sexual laxness leading to pregnancy is in the large majority of cases to be distinguished clearly from prostitution.'

The author concludes from the evidence of his immediate study as well as from a survey of the subject of illegitimacy made in this and in other countries that four distinct lines of social activity should be undertaken; first. steps should be taken for the control or segregation of the mentally abnormal women during child-bearing age; second, an attempt should be made to enact laws which will reflect the European experiences in regard to the unmarried mother, emphasis being laid on the care of the child; third, an extension of the efforts towards general social betterment which should seek to improve conditions in the home, to enlist the co-operation of parents in the lives of their daughters, to recognize the value of recreation, etc.; fourth, a revision of the attitude of the public towards questions of sex in general which would call for a carefully thought-out policy of sexual hygiene.

A review of this book, however brief, would be incomplete without mentioning the appreciative and thoughtful introduction of Dr. Healy, in which exple

curs the following pertinent statement: "After all the one vital fact that is really the greatest concern of society regarding illegitimacy is the illegitimate child. . . . A society that does not properly care for this individual, born or unborn, callously sins against its own moral and physical welfare."

ANNE T. BINGHAM.

A WORLD IN FERMENT

By Nicholas Murray Butler. Charles Scribner's Sons. 254 pp. Price \$1.25; by mail of the SURVEY \$1.35.

To publish under a single title a volume of addresses delivered on different occasions during a period of three years is clearly a hazardous undertaking. It becomes even more so when, because of a world war, events are rapidly changing the situation. Dr. Butler has assumed this risk, and anyone who takes the time to read the contents of this volume will not only possess better grounds for his own patriotism, but will gain a fairer perspective upon the mission and destiny of his country, essential unity of the volume is found in the comprehension with which the author views the international tragedy of the past three and a half years, and the part which he believes the United States ought to play and is playing in that tragedy.

It is worth noticing that in the earlier addresses, delivered before the United States entered the war, there is little, if anything, that is out of harmony with the eloquent appeals to Americans for consecrated loyalty and service in winning the war, which appear in the later chapters. We find throughout the volume a thoroughly constructive presentation of the principles governing our alliance with other powers to crush militarism. There is almost entire absence of criticism of those who are directing the undertaking and no note of foreboding. The author believes that the opportunity is come for America to place her democracy in the balance against the autocracy of Germany, and to join other free nations in a struggle for the freedom of the world.

Dr. Butler often refers to the great men and the great achievements of our earlier history. He points to America as the grandest instance of federated government the world has yet seen and hopes that out of the confusion of the great conflict we may see an orderly process of federation among the states of the world. He lays much emphasis upon the actual accomplishments at the Hague and sees in the notable results gained in the field of arbitration and in the accepted principle of the world court the true foundations for further progress in the international field. Dr. Butler squares his hatred of war and militarism with an endorsement of universal service, by distinguishing sharply between military training for expected war, and such physical and intellectual development of young men as will make them good citizens and fit for any emergency. This illuminating distinction is most important now to offset the propaganda of those who have long wished to make the United States a military nation.

In treating the United States as a world power, our attention is directed to what so many overlook, that the possession of mere force expressed in military establishments does not make a nation great. It is rather the use of national resources in a beneficent way for the helping of all peoples, freeing the enslaved, the relief of the suffering and oppressed, giving education and enlightenment to the benighted and backward, that makes America a true world power. The same idea is developed in an address upon higher preparedness. We must make this a model nation at home and a model nation abroad. While the author believes in remembering the injunction of Washington not to depart from the path of established policy and to refrain from unworthy alliances, he would have America ally herself with all nations in such a way that American spirit and American convictions may impress themselves upon the world civilization. "Give us a mind to seek," he says, "a heart to feel and a voice to proclaim what the American people of this day and this generation aspire to do at home and abroad."

On several occasions, especially at Columbia University, Dr. Butler has summoned to the nation's service both young and old in terms which may justly be called eloquent. That the United States has responded nobly is proven by the depleted ranks of both students and faculty. Thus in word and deed, Dr. Butler has drawn a sharp line between peace-loving efforts made before the great conflict to remove the causes of war, and the unwise and seditious efforts of pacifists at the present time to bring about a premature peace.

President Butler pleads for the "international mind." "The international mind is nothing else than that habit of thinking of foreign relations and business and that habit of dealing with them which regard the several nations of the civilized world as free and cooperating equals in aiding the progress of civilization, in developing commerce and industry, and in spreading enlightenment and culture throughout the world." And again: "The international mind requires that a nation and its government shall freely and gladly grant to every other nation and to every other government the rights and the privileges which it claims for itself." The international mind is seen to include not only the historical grasp of events and agree to act as men rather than as demons, when they will no longer be fearful of each other but be glad to their meaning, but the philosophical insight which sees through the clouds and mist of the present unhappy times to the great day when all nations will share in the common prosperity which peace insures to the world.

SAMUEL T. DUTTON.

MARKETING AND HOUSEWORK MANUAL

By S. Agnes Donham. Little, Brown & Co. 241 pp. Price \$1.50; by mail of SURVEY \$1.60.

Miss Donham is instructor in household management in the Garland School of Homemaking, Boston, and says in her introduction that this manual is the result of twenty years of study and experience in teaching. Since it covers in detail housework operations, from reading the gas meter to closing up a house, as well as marketing and menu-making, it includes, naturally, much material familiar to the housekeeper of experience and to the teacher of housekeeping subjects. The clear and concise arrangement, however, makes it possible to get from the pages whatever information is desired without going through paragraph after paragraph.

the book is in charts and tables, in which the subjects are arranged in alphabetical order with the most important information concerning each tabulated under a suitable head. For example, the marketing chart gives under the heading of Meats the name of the cut, the location (in the animal), the characteristics, use, the weight of average cuts; under Fish, season, characteristics, uses, point of choice, average weight; the vegetable chart gives the name of the vegetable chart gives the name of the vegetable, the part used, season, points of choice, prices, amount to buy, care and preparation, cooking and serving, and what it

is valuable for (mineral salts, carbohy-

drates, etc.). A grocery chart on which

information concerning household arti-

cles and foods not included under the

other headings appears, gives the amount

to buy, points of choice, care in the

Almost the whole of the contents of

home. Even the experienced housewife will find in these concise tabulations information of which she has felt the need. Full description of two interesting plans for menu-making are given; one by card and one by chart. This and the instruction on laundry work cleaning.

instruction on laundry work, cleaning, dish-washing and serving of meals will be of particular service to the young housewife who must give directions on these subjects to a maid. Much information not readily obtained, such as ways of treating woods of different kinds and finishes, utensils of different metals, is included.

A valuable feature of the book is that it sets a standard in results to be desired as well as the method by which they are to be obtained.

FLORENCE NESBITT, OG C



# PRE-WAR EFFORTS TOWARD A LEAGUE OF PEACE

REMARKABLE postscript to A diplomatic correspondence given out at the outbreak of the war has been brought out by the Journal Politiken, the organ of the Swedish Socialists of the extreme left. This is a memorandum written eighteen months ago by Prince Lichnowsky, formerly German ambassador to London. The memorandum is interesting, in the first place, as revealing the efforts put forward by Sir Edward Grey in 1914 and before to weave a fabric of international agreements which would prevent war, and in a sense foreshadowed a league of nations, Prince Lichnowsky wrote:

To reach an agreement with us his [Greyt] aim was not to isolate us, but to get us to take part in the already established concert. Having succeeded in throwing a bridge across the Freechald this, and Russo-possible to remove the causes of frietion between England and Germany and by a network of agreements to which might well eventually have been added an agreement the peace of the the peace of the world.

This was Sir Edward Grey's programme in his own words "Without prejudice to existing friendly understanding with France and Russia, which pursued no aggressive aims and involved in hemselves for England no binding obligations, to reach a friendly approachment and understanding with Germany," in short to bring the two groups nearer together.

In England as in Germany there were in this connection two sebools of opinion-opicimists, who believed in the possibility of an understanding, and pessimists, who consideered that war sooner or later was unavoidable. To the former belonged Aquajih, Grey, Haldane and most of the members of the Liberal cabinet. The pessimists belonged primarily to the Conservative politicians like primarily to the Conservative politicians like me to know his opinion, and leading soldiers like Lord Roberts, who preached the necessity for the introduction of compulsory service.

During my time in office, however, this party refrained from all lattacks and maintained both personally and politically a friendly attilude, but our naval policy and our conduct in 1905, 1908 and 1911 had created among them a belief that some day it would come to war. The first school, exactly as among us in Germany, is now accused of foolishness and shortsightedness.

while the second is regarded as the prophets.

Even more striking is Prince Lichnowsky's discussion of the Balkan situation in its bearing on the present war. In it, to quote the New York World, the prince laid the chief blame for the conflict on Count Berchtold's attempt to force a revision in the Austro-Hungarian interest of the Balkan settlement as embodied in the treaty of Bucharest. He absolved Great Britain of any part in forcing the issue. To quote a cable from London:

The prince goes on to describe that during the Balkan was there were two policies open to Germany—either to act as imparial mediators and seek a stable settlement in accordance with the wishes of the Balkan policy. He recommended the former, but Wilhelmstrasse determined on the latter. Austria wished to keep Serbia from the Adriatic. Italy withdeep prevent the Greeks Serbs; France supported the Greeks.

Germany had no motive whatever for supporting her allies, and thus bringing about a bad settlement, except the desire to consolidate what, in Prince Liehnowsky's opinion, was a palpably worthless alliance

"... But we, instead of taking up a position analogous to that of England, invariable exposued the standpoint of Vienna. Count exposured the standpoint of Vienna Count I was his second. My task consisted in supporting his proposals at all points. We accepted and supported the views of Austria and Italy.

"Sir Edward Grey, on the other hand, practically never sided with Russia or France; usually, he took the side of our group so as not to provide any pretext for confliet. That pretext was supplied later by the dead archduke."

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### SOCIAL WORKERS STAND FOR PROHIBITION

HE question of ratification of the Prohibition amendment to the federal constitution is taking precedence over all other legislative matters in Massachusetts this year. As in other states that have already ratified the amendment, the liquor interests are countering with a bill for a referendum at the next general election. Their main arguments are based upon "states' rights," but as many of the men speaking to the question have previously been before this same legislature advocating federal labor legislation, the strength of their arguments is somewhat vitiated. An unsigned printed card is being circulated through some parts of the state which attempts to arouse religious prejudice by stating that prohibition is another name for "A, P, A.ism."

The constructive social forces have all lined up on the side of prohibition, the leading physicians, the granges, the federations of churches and of teachers, as well as many other groups. The Women's Christian Temperance Union presented the committee with a fifth of a mile of signatures rolled on a spindle. and not the least dramatic moment was reached when Ignatius McNulty, representing the Marble Workers' Union, denied that organized labor as a body was against national prohibition and asserted that when Samuel Gompers spoke before Congress he represented Samuel Gompers alone and not the American Federation of Labor.

Even the social welfare agencies have broken through their time-honored silence on the subject. The eighteen agencies which make up the League for Preventive Work, together with other cooperating agencies, held a two-session conference on the social significance of alcohol, at which for the first time the facts as known through their work with families were given to the public. Robert W. Kelso, secretary of the State Board of Charity, summed up the findings and showed that Massachusetts is expending as a minimum from the public purse and through private incorporated charities ten million dollars a year to care for the wreckage from drink, as against three million dollars received through license fees. The findings of the conference were held to be so significant that they are to be published by the league for immediate legislative use.

# WHERE AMERICAN LABOR STANDS

THE National Civic Federation gave a luncheon last Saturday in honor of the labor delegation sent over to this country by the British government. Samuel Gompers presided, and speeches were made by W. A. Appleton, secretary-general of the British Federation of Trade Unions, and Joshua Butterworth, a member of the Associated Shipwights' Society. Crawford Vaughan, former premier of South Australia, also spoke.

Mr. Appleton brought word of an alince of employers and employes in Great Britain recently effected along the lines of the National Civic Federation, and told of the cordial reception given the British delegation by labor

bodies throughout America,

Mr. Butterworth told of the efforts put forward by British labor in supplying ships, munitions and equipment no less than in the field, and of the voluntary and governmental machinery set up to deal with questions in the war industries. The labor unions of England had kept faith with the government in the matter of strikes.

At the morning session, Mr. Gompers repeated that the American Federation of Labor would have been represented at the inter-allied labor conference called in London in February by the British Labour Party and the British Labour Congress had the invitation reached Washington in time, but he did not refer to the inter-allied delegation which the conference proposed to send to America. On the other hand, he stated that an American labor delegation would sail for England and France. and re-affirmed that the American Federation of Labor would not take part in any inter-belligerent conference while the war is on.

"Let me say," declared Mr. Gompers.

that the executive council of the American Federation of Labor, applementary to the declaration of the American Federation of Labor in convention assembled, declared that the labor movement of America will not be represented in any conference during the war in which the representatives of the enemy countries are participating.

We are going to fight and stand true behind the government and the President of the United States and our allies until the German militarish has at least learned the meaning of humility and justice, and when a victorious peace for democracy shall have been accomplished there will be none in the democratized people of Germany, the hand of fellowship and friendship more readily and friendly and cordially than the men and women in the organized labor movement of America. The Civic Federation meeting passed a resolution asking the League for National Unity to appoint a committee to outline "a solid basis for industrial reconstruction as will be necessary after the war."

It had been announced that preceding the luncheon the morning session would be given over to "consideration of after-the-war problems and a program for making a study of these questions." The only paper on these subjects was that of the editor of the SURVEY, who outlined the forces manifesting themselves in the British labor movement in the industrial field, in the political field and in the international field.

Thereafter for an hour and threequarters he was the subject of heated personal attack on the part of Mr. Gompers, who, as president of the American Federation of Labor, charged him with ignoring the accomplishments of Anerican labor; and by William English Walling, who took up the articles published in the Suxury of March 2 and March 9 and denounced them as an insidious pro-German pacifies propaganda; and the British labor offensive as a scheme for knuckling in to Prussianism in the same way that the Bolsheviki had knuckled in in the East.

By a coincidence, Saturday's papers carried a cablegram from London quoting Arthur Henderson, secretary of the British Labour Party, calling on his fellow-countrymen to stand out against an "unclean peace." He said, in addressing a woman suffrage celebration:

I have been imagining during the last few days, having regard to what has taken place in Russia, that some German emissary might come along and say: "Why do we fight? Why cannot we settle it? We are prepared to come to a compromise with you regarding colonies, and we are prepared to make considerable concessions to France with reference to Alsace-Lorraine."

That would be a cynical peace containing the seeds of future wars. It would not be a clean peace, and it would not be an honorable peace. It would be the desertion of Russia; and the women of this country must stand against it like fiint.

We are anxious for peace, and the sooner it comes the better. But let me say it must be a peace consistent with the ideals for which we entered the war.

No one deplores more than I the collapse of Russia, but I believe that that collapse does not represent the majority of the Russian people.

# CHRISTIANITY AND SOCIAL RELATIONS

THE Philadelphia Yearly Meeting of Friends a year ago appointed a Social Order Committee to consider "the present-day application of efforts to promote the kingdom of God on earth, particularly as it relates to social, political and industrial conditions." This committee has formulated and prepared a set of principles interpreting Christian responsibility as embracing

not only personal integrity and the maintenance of high ethical standards in business and home conduct, but all aspects of modern social and industrial

These principles are followed by the recommendation of practical, initial steps towards a partial realization of the ideals set forth as follows:

- 1. A sympathetic study of the conditions of labor and the causes of poverty, with a desire on the part of employers of labor, whether in office, industry, or household, to learn whether the life of their employes be only a monotonous struggle for existence or whether their income and circumstances be such as to afford healthful recreation and adequate means for mental and spiritual development.
- Investigation of schemes for the democratization of industry, for the replacement of competition by cooperation, and of all methods by which an equitable distribution of the products of industry may be achieved.
- 3. The making of investments in the spirit of service rather than of self-interest, investigating, as far as possible, the industrial conditions lying back of securities and favoring those investments that have a social motive, even if returning a low rate of interest.
- 4. A reexamination of the Quaker testimony for simplicity in the light of modern conditions. This may involve, for some, the voluntary renunciation of the acquisition of wealth in the interests of brotherhood; for others, the application of surplus to remedial rather than to ameliorative measures for social readjustment; and for all, an avoidance of expenditure which may give rise to ency or unworthy emulation.
- The daily practice toward all of that sympathy and good-will, which is more than mere indiscriminate kindliness, involving, as it often will, risks to personal security and case that can be taken only in the spirit of faith and love.

### MILL OWNERS' REPORT AGAINST SHORT DAY

IN a report indicating that a reduction in hours in the cotton industry has been accompanied by a proportional reduction in output, the National Industrial Conference Board has given out the first of a series of reports on an investigation of the experience of manufacturers in several major industries with different hours of work

The Industrial Conference Board is a federation of employers' associations, including, in addition to the cotton manufacturers' associations, the National Association of Manufacturers, the National Freetors' Association, the National Founders' Association, the Metal Trades Association, the Metal Trades Association, and several other of the more prominent associations of employers.

The inquiry reported covered 166 establishments, employing 116,000 workers; 109 of these, with 82,000 workers, were in the North, and 57, with over 34,000 workers, were in the South. The report says that in the northern mills 94 per cent of the employes were in establishments where the hours were 54 or 55 per week; in the southern mills, 78 per cent were in establishments where the hours were 60 or over per week. One hundred and eight out of the one hundred and nine northern mills had a Saturday half-holiday, a privilege enjoyed by only seven out of the forty-three southern mills reporting on this point.

The sources of information, it is stated, are in part the answers to inquiries addressed to employers, and in part "field investigation covering both employers and representatives of labor." Whatever was secured from the representatives of labor is not made known. The report contains nothing but a brief quotation from a union official on the relative merits of day work and piece work.

northern establishments, Seventy with 73,000 employes, gave figures of production before and after a reduction in working hours. Of these only six es-tablishments, with 5,600 employes, re-ported that output had been maintained; sixty-four establishments with over 43,000 employes reported a decrease in output. Of twenty southern mills reporting on reduction in output, four with 1,700 employes reported that their output had been maintained when the hours per week were reduced from 651/2 to 60. Sixteen establishments, with 13,000 employes, reported a decrease in output when the hours were reduced from between 63 and 64 to 59.

The report lays stress on the automatic character of cotton mill work. The pace is set by the machine rather than by the operative; consequently a reduction in hours cannot have the same effect upon output that has occurred in industries where the dependence is upon the skill or the speed of the operative rather than upon the machine. It is pointed out also that the United States census of manufactures for 1914 showed that the average annual earnings of workers in cotton mills "were 33 per cent less than the average for workers in 23 leading industries."

A more careful account is given of the conditions prevailing in the six northern mills, where production was maintained after a reduction in hours, than for the other establishments where production fell off. It is pointed out that these mills either were small or were manufacturing "special lines of product," or radical changes had taken place in the management so as to invalidate, in the opinion of the investigators, any conclusions that might be drawn from the fact that production was maintained. This evidence, the report states, is "not only limited, but inconclusive."

With regard to the sixty-four establishments reporting a decrease in output, as an accompaniment of reduction in hours, no statement is made as to

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whether conditions before and after the change were the same. It is impossible to discover whether the number or the character of employes remained the same; whether the management was efficient or otherwise, or whether there were changes in management. In this case, says the report, "the preponderance of evidence is so marked that extended analysis of the data is unnecessary." The report states further that where figures were obtained for a period immediately before and immediately after the change in hours, "the uniformity with which the figures thus obtained indicated a loss in output . . . taken in connection with the marked unanimity of opinions submitted by manufacturers . . made nice allowances for minor factors unnecessary."

Several interesting lines of possible investigation mentioned in the report are not followed up. For example, it is stated that in the southern mills, where longer hours prevail, "the margin of lost time appears to be considerably larger." There is no discussion of the bearing this may have upon labor turn-

# 55 SONGS AND CHORUSES 55

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SECOND PAN-AMERICAN CONGRESS

# ON Child Welfare MONTEVIDEO, URUGUAY

December, 1918

Societies, libraries, churches, workers and all interested in child welfare are urged to become members of this Congress and thereby strengthen our relations with Latin America. Julia C. Lathrop, Chairman United States Committee. Send membership fee of five dollars to Edward N. Clopper, Secretary, 105 East 22nd St., New York City. This includes Proceedings.

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over and cost, nor is it stated whether or not the reaction of the longer or the shorter working day upon these factors is considered important.

There is an interesting section on the health of the workers in which emphasis is laid upon the lack of information. It is pointed out that "apparently no comprehensive records of sickness among cotton mill workers in this country are to be had. Few companies keep absence records of any kind, and of those which do only a very limited number record the causes of absence," Whether this revelation of the failure of cotton mill employers to keep such ordinary records as have become commonplaces in mills progressively managed, tends in any way to invalidate the figures furnished by these mills as to output, the report does not state. Figures are given showing a high tuberculosis death rate of cotton mill employes and a low accident rate. Nothing is said in the report about the effect upon health of the extreme heat. combined with the excessive humidity. which is typical of cotton mills. The report concludes "it would be wholly unscientific" to urge any conclusion as to the cause of ill health among cotton mill workers without taking into account many factors outside of the mill.

In a later report, it is intended, we are told, "to discuss the relationship between accidents and fatigue in industry."

# A DEMONSTRATION OF RACE ADJUSTMENT

EAST ST. LOUIS stands out among the events which during the past year have attracted world-wide attention to the Negro problem in the United States. The National League on Urban Conditions among Negroes has decided for that reason to choose it for a proof that the problem of race adjustment is soluble. The plan is to let interested white and colored citizens in St, Louis and East St, Louis work out their own demonstration with the aid of the machinery and the financial support of the national organization.

The work is at present planned for the year 1918 only, in the hope that by the end of the year permanent forces will have been set in motion which will not only counteract the unfavorable impression held all over the country of local conditions, but contribute to a proper understanding generally of the means which must be employed to secure protection against similar occur-rences for the future. The plan provides for

1. The getting together of a representafrom the entire St. Louis district to direct the work:

2. Representation of all the larger agencies among the colored people and working with colored people;
3. A trained executive in charge.

# WANTED

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4. A rapid survey of conditions and agencies among Negroes in the district;
5. Development of a program aiming at
a. securing a decent home for every

Negro who wants one; b. making employment more regular; c. securing the same degree of attention

to Negroes as is given to whites on the part of public agencies; d. cooperation of public officials and pri-

vate agencies on both sides of the river in the solution of their common problem.

It is expected that there will result a permanent organization covering the whole district, maintained in large part by the Negroes themselves for their own welfare and assisted by representatives of the employers and of public and private social agencies. A regular means will also be created, it is hoped, of cooperation between real estate owners and colored organizations to settle the problems which often arise from the occupancy of property by colored people.

This work is to be financed by the league with a special fund of \$3,200, of which \$1,700 has so far been contributed from outside St. Louis. A series of meetings was started on Sunday.

## TENNESSEE MOBILIZING FOR LAW AND ORDER

HE forces of King Alcohol have been routed in Tennessee after a long, hard war. Now a new fight has been started. It is against the Czar of lawlessness, against lynch law. That this is taking place has been shown by a meeting of about 300 leading white citizens on Sunday, February 24, at the Wilson Auditorium of the Nashville Y. M. C. A. and by a delegation of nearly 400 colored citizens who presented a petition to Governor Rve at a dramatic hearing at the State Capitol on Wednesday, February 20,

The white citizens at their meeting organized a Law and Order League. which has since been incorporated. The organization included in its charter membership men of the foremost rank.

The meeting on the twenty-fourth was the sequel of a preceding conference on February 17, which conference had appointed a committee to draft resolutions and prepare a plan of organization that the organization is one for

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WANTED-Settlement house worker, man and wife preferred. Address 2742 SURVEY.

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WANTED-Graduate or good practical Nurse who will go to high-grade southern institution for girls. Chance to study an institution for girls. Chance to study an important social problem, by-product of war, \$40 and maintenance. Address Na-TIONAL SOCIAL WORKERS' EXCHANGE, 130 East 22 St., New York.

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vigorous action as shown by its announced purposes:

To hring about, by a campaign of education and by all other lawful means, the development of a sound public sentiment that will lead to the prompt and certain enforce-ment of existing laws for the prevention and punishment of crime.

To aid in the preparation and enactment of whatever new laws may be necessary for securing early and effective punishment of erime and the maintenance of law and order.

To create and arouse a more active public sentiment in the young, and old in favor of enforcement of law and to comhat the evils of lawlessness.

To cultivate a spirit of higher respect for the majesty of the law, for the officers hy whom and the agencies by which it is administered, and to uphold the officers of the law in the proper performance of their du-

To hold public meetings, prepare and dis-tribute literature, provide lecturers, and to urge the pulpit, press and schools to stress the necessity for the suppression of erime and the maintenance of law and order, to the end the maintenance of law and order, to the end that mob violence and at least the more se-rious erimes shall be condemned by public sentiment and certainly punished by the es-sablished processes of the law.

That these statements are plans for action and of deliberate intentions to suppress mob violence is shown further by the outspoken resolutions.

We protest with all the emphasis we can command against arrocities that are too barbarie to be recised. We condemn any official who may be held responsible for the overthrow or non-enforcement of law. But we are forced to confess that the silence of the best people in the presence of this disgrapple with it have helped to produce the conditions out of which have sprung lawless and frenzied mobs and timid officers of the law. We believe that the overwhelming sentiment of the citizens of this community and state is against this betraval of law and order, but it needs to be organized into definite

These resolutions also noted "with satisfaction and gratitude" the absence of lynching in Nashville for a quarter of a century. They attributed the fact "in part to the law-abiding and faithful Negro leaders who have discouraged crime in their own race.'

The Negro citizens had shown their spirit against lynch law on a day preceding the law and order meeting in the petition and protest to the governor of the state. Headed by the Hon. I. C. Napier, ex-register of the United States Treasury, and a citizen of Nashville. they had presented their case to the chief executive.

The colored speakers, writes George E. Haynes, educational secretary of the National League on Urban Conditions among Negroes and professor of social science at Fisk University, to whom we owe the preceding information, have held conferences and arranged to meet representatives of the new Law and Order League to consider plans of cooperative action.

### PERIODICALS

Fifty cents a line per month; four weekly inser-tions; copy unchanged throughout the month.

A. L. A. Book List; monthly; \$1; annotated magazine on book selection, valuable guide to best books; American Library Association, 78 East Washingtoo St., Chicago.

wasninguo 3., circago. Americas Physical Education Review; ninc issues (October to June); 33: official organ for the American Physical Education Association. Original articles of scientific and practical value, news notes, bibliographies and book reviews. American Physical Education Association, 93 Westford Avenue, Springfield, Mass.

The Child Labor Bulletin; quarterly: \$2 a year; National Child Labor Committee, New York. The Crisis; monthly; \$1; National Association for the Advancement of Colored People, publisher. 70 Fifth Ave., New York.

Mental Hygiene; quarterly; \$2 a year; published by The National Committee for Mental Hy-giene. 50 Union Square, New York.

giene. 30 Union Square, New York.

The Negro Year Book; published under the auapices of Tuskegee Institute, Tuskegee, Ala; an
annual; 35c, podpiadi permanent record of current events. An encyclopedia of 450 pages of
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Negro. General and appecial biolographies; full

Public Health Nurse: quarterly; \$1 a year; na-tional organ for Public Health Nursing, 600 Lexington Ave., New York.

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Scientific Temperance Journal; quarterly; 64 pages;
31 per year; a magazine for serious students of
alcohol question; practical articles; educational
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Southern Workman, illustrated monthly; \$1 for 700 pages on race relations here and abroad; Hampton Institute, Va. Sample copy free.

The Surrey; once a week, \$3; once a month, \$2; a transcript of social work and forces: Survey Associates, Inc., 112 East 19 St., New York. Work With Boys; 10 times a year; \$1.50. How to reach the working boy and his younger brother through boys' clubs, etc. William McCormick, publisher, Reading, Pa.

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Mary Russell, Associated Charities, Memphis.
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# The

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# SURVEY

na 1-12, 14-26, T1: 45

This issue consists of 64 pages.

Regular section 32 pages: Belgian section 32 pages.

SHOULD the German offensive shift from the juncture of the British and French armies to its old objective the channel ports—then the strip that remains of free Belgium once again would be put in jeopardy. How Belgian soldiers and civilians have stood their ground in their sector next the British and the French, and how the American Red Cross has for six months helped build up morale and well-being among them is told in a special Belgian supplement to this week's SURVEY.

# BOOKS RECEIVED

RELIGION AND COMMON SENSE. By Donald Hankey, E. P. Dutton & Co. 82 pp. Price \$.60; by mail of the Suavey \$.66.

TARAS BULBA AND OTHER STORIES. By Nicolai V. Gogol. Everyman's Library. E. P. Dutton & Co. 311 pp. Price \$.60 cloth, \$1.25 leather; by mail of the Survey \$.68 or \$1.35.

REPRESENTATIVE PLAYS BY AMERICAN DRA-MATISTS. By Montrose J. Moses. E. P. MATISTS. By Montrose J. Moses. E. P. Dutton & Co. 678 pp. Price \$3.00; by mail of the Suavey \$3.20.

MEMORS OF CARDINAL DE RETZ. Vols. I AND II. Introduction by David Ogg. Every-man's Library. E. P. Dutton & Co. 440 pp. Price \$60 cloth, \$1.25 leather; by mail of the SURVEY \$.68 or \$1.35.

THE PRUSSIAN ELEMENTARY SCHOOLS. Thomas Alexander, Macmillan Co. 571 pp. Price \$2.50; by mail of the SURVEY \$2.65.
MEDIAVAL TOWN PLANKING. By T. F. Tout.
Longmans, Green & Co. 35 pp. Price
\$50; by mail of the SURVEY \$.55.

THE COLONIAL MERCHANTS AND THE AMERI-CAN REVOLUTION, 1763-1776. VOL. LXXVIII, No. 182. STUDIES IN HISTORY, ECONOMICS AND PUBLIC LAW. By Arthur Meier Schles-Longmans, Green & Co. 632 pp. inger. Price \$4.50; by mail of the Survey \$4.70.

THE FRENCH ASSEMBLY OF 1848 AND AMERICAN CONSTITUTIONAL DOCTRINES. VOL. LXXIX, No. 2. STUDIES IN HISTORY, ECONOMICS AND PUBLIC LAW. By Eugene Newton Curtis.

Longmans, Green & Co. 535 pp. Price \$3,00; by mail of the SURVEY \$3.15.

The CONTROL OF THE DRINK TRADE. By Henry Carter. Longmans, Green & Co. 323 pp. Price \$2.50; by mail of the SURVEY \$2.62.

SOCIAL PROBLEMS AND CHRISTIAN IDEALS. By E. A. Wesley and J. R. Darbyshire. mans, Green & Co. 115 pp. Price \$1.00; by mail of the SURVEY \$1.06. THE SOUL OF DEMOCRACY. By Edward How-

ard Griggs. Macmillan Co. 158 pp. Price \$1.25; by mail of the Suavey \$1.33. THE STANDARD OF LIVING IN JAPAN.

HOPKINS UNIVERSITY STUDIES IN HISTORICAL AND POLITICAL SCIENCE. By Kokichi Mori-moto. Johns Hopkins Press. 150 pp. Price \$1.25 paper, \$1.50 cloth; by mail of the Suavey \$1.35 or \$1.62.

CITILD BEHAVIOR. By Florence Mateer. Richard C. Badger. 239 pp. Price \$2.00; by mail of the SURVEY \$2.10.

BALKAN HOME LIFE. By Lucy M. J. Garnett. Dodd, Mead & Co. 309 pp. Price \$3.00;

by mail of the SURVEY \$3.12. THE LAST DAYS OF JESUS CHRIST. By Lyman Abbott, E. P. Dutton & Co. 100 pp. Price

\$.60; by mail of the Suavey \$.65. THE CO-OPERATIVE MOVEMENT IN RUSSIA. V. Bubnoff. J. V. Bubnoff, London. pp. Price \$1.25; by mail of the

162 pp. SURVEY \$1.37. A HISTORY OF THE CHRISTIAN CHURCH.

Williston Walker. Chas. Scribner's Sons. 624 pp. Price \$3.00; by mail of the SURVEY \$3.20. DEPARTMENT STORE MERCHANDISE: THE NO-

TION DEPARTMENT. By M. Attie Souder. Ronald Press Co. 160 pp. Price \$1.25; by mail of the Suavey \$1.33.

THE IRON RATION, By George Abel Schreiner. Harper & Brothers. 386 pp. Price \$2.00; by mail of the Suaver \$2.15.

DEDUCTIONS FROM THE WORLD WAR. G. P. Baron Von Freytag-Loringhoven. G. P. Putnam's Sons. 212 pp. Price \$1.25; by mail of the SURVEY \$1.35. A FLYING FIGHTER. By Lieut. E. M. Roberts. Harper & Brothers. 339 pp. Price \$1.50; by mail of the SURVEY \$1.62.

THE SCIENCE OF POWER. By Benjamin Kidd. G. P. Putnam's Sons. 318 pp. Price \$1,50; by mail of the SURVEY \$1.60.

ECONOMIC EFFECTS OF THE WAR UPON WOMEN AND CHILDREN IN GREAT BRITAIN. By Irene Osgood Andrews, assisted by Margaret A. Hobbs. Oxford University Press. 190 pp. Price \$1.00; by mail of the SURVEY \$1.08. JOSEPH PENNELL'S PICTURES OF WAR WORK IN AMERICA. J. B. Lippincott Co. 8 pp. and

Price \$2.00; by mail of the 36 plates. SURVEY \$2.12. TRAINING AND REWARDS OF THE PHYSICIAN.

By Richard C. Cabot. J. B. Lippincott Co. 153 pp. Price \$1.25; by mail of the SURVEY \$1.33.

PROFIT SHARING: ITS PRINCIPLES AND PRACTICE. By Arthur W. Burritt, Henry S. Dennison, Edwin F. Gay, Ralph E. Heilman and Henry P. Kendall. Harper & Brothers. 328 pp. Price \$2.50; by mail of the SURVEY \$2.65.

JAPAN AT THE CROSS ROADS. By A. M. Pooley. Dodd, Mead & Co. 362 pp. Price \$3.50; by mail of the Survey \$3.62.

JUST OUTSIDE. By Stacy Aumonier. Century Co. 344 pp. Price \$1.35; by mail of the Suavey \$1.45.

INSIDE CONSTANTINOPLE. A Diplomatist's Diary During the Dardanelles Expedition. By Lewis Einstein. E. P. Dutton & Co. 291 pp. F Price \$1.50: by mail of the Sun-

WRAITHS AND REALITIES. By Cale Young Rice. Century Co. 187 pp. Price \$1.25; by mail of the Suavey \$1.33. MEDICINE AS A PROFESSION. By Daniel W.

Weaver and E. W. Weaver. A. S. Barnes Co. 214 pp. Price \$1.50; by mail of the SURVEY \$1.58.

YOUR VOTE AND HOW TO USE IT. By Mrs. Raymond Brown. Harper & Bros. 258 pp. Price \$.75; by mail of the SURVEY \$.83. OUTWITTING THE HUN. By Pat O'Brien. Harper & Bros. 284 pp. Price \$1.50; by mail of the Survey \$1.60.

SONGS OF THE SHRAFNEL SHELL. By Cypil Morton Horne. Harper & Bros. 99 pp Price \$1.25; by mail of the SURVEY \$1.33. THE SCHOOL AS A SOCIAL INSTITUTION. By Charles L. Robbins. Allyn & Baker. 470 pp. Price \$2; by mail of the SURVEY \$2.12.

EARLY ECONOMIC EFFECTS OF THE WAR UPON CANADA. By Adam Shortt, Oxford University Press. 32 pp. Price \$1; by mail of the Suavey \$1.10. AMERICAN CITY PROGRESS AND THE LAW. BY

Howard Lee McBain. Columbia University Press. 268 pp. Price \$1.50; by mail of the SURVEY \$1.60.

AMERICAN DEMOCRACY AND ASIATIC CITIZEN-SHIP. By Sidney L. Gulick. Chas. Scribner's Sons. 257 pp. Price \$1.75; by mail of the Suavey \$1.87.

REAL STORIES FROM BALTIMORE COUNTY HIS-TORY. Revised and adopted by Isobel Davidson. Warwick & York. 282 pp. Price \$1; by mail of the Survey \$1.08.

GREATER THAN THE GREATEST. By Hamilton Drummond. E. P. Dutton & Co. 304 pp. Price \$1.50; by mail of the Suavey \$1.62. TRAINING PUPILS TO STUDY. By H. B. Wilson. Warwick & York. 72 pp. Price \$.50; by mail of the Survey \$.55.

THE INFLUENCE OF AGE AND EXPERIENCE ON CORRELATIONS CONCERNED WITH MENTAL Testing. Educational Psychology Monographs, No. 22. By Edward Safford Jones. Warwick & York. 98 pp. Price \$1.25; by mail of the Suavey \$1.31.

THE PICTURE COMPLETION TEST. Educational Psychology Monographs, No. 20. By Rudolf Pintner and Margaret M. Anderson. Warwick & York. 112 pp. Price \$1.25; by mail of the SURVEY \$1.31.

# PAMPHLETS RECEIVED

Pamphlets are listed once in this column without charge. Later listings may be made under CURRENT PAMPHLETS (see page 7231.

CRIMINAL SLANG. (A dictionary of the ver-nacular of the "underworld.") By Joseph M. Sullivan, 180 Washington street, Bos-

Otto H. Kahn, 52 William street, New

SIXTEEN CAUSES OF WAR. By Andrew C. McLaughlin, professor and head of the Department of the University of Chicago. The University of Chicago War Papers No. 4. 5 cents each; special rates on lots. The University of Chicago Press, Chicago.

THE GREAT WAR. A study outline of the causes, the immediate background and the beginnings of the Great World War by Wayland J. Chase, associate professor of history. Extension Division, Bulletin of the University of Wisconsin, Serial No. 881; General Series No. 672, Madison. 10 cents.

AMERICANS AND THE WORLD-CRISIS. By Albion W. Small, professor and head of the Department of Sociology, University of Chicago. University of Chicago War Papers No. 2. WAR VEGETABLE GARDENING AND THE HOME

STORAGE OF VEGETABLES. Part I, War Gardening Manual; Part II, Home Stor-age Manual. Published by National War Garden Commission, Maryland building. Washington, D. C. UNCLE SAM'S INSURANCE FOR SOLDIERS AND

SAILORS. Answers to questions you will ask. Official Bulletin No. 4, Treasury De-partment, Washington, D. C.

A BIBLIOGRAPHY OF THE WAR CRIPPLE. Com piled by Douglas C. McMurtrie. The Red Cross Institute for Crippled and Disabled Men, 311 Fourth avenue, New York city. DESIRABILITY OF VOCATIONAL EDUCATION AND

DIRECTION FOR DISABLED SOLDIERS, By Elizabeth G. Upham, Extension division, Bulletin of the University of Wisconsin, Serial No. 876, General Series No. 669; Vocational Series No. 2, Madison. 10 cents

THE NATIONAL FOOD SUPPLY IN PEACE AND WAR. T. B. Wood, drapers' professor of agriculture in the University of Cambridge. Cambridge University Press, Fetter Lane, London, E. C. 4. Sixpence net; by post sevenpence.

WEALTH AND WELFARE IN NORTH CAROLINA. Extension Series No. 23, University of North Carolina Record, Chapel Hill, N. C. HINTS FOR AMERICAN RELIEF WORKERS, Compiled by Margaret Curtis, associate chief, Bureau for Refugees and Relief: Four Bureau for Refugees and Relief; Months in France-Work Done and Plans Under Way, An interpretation of the American Red Cross. By Paul U. Kel-logg, editor of the Survey, American Red Cross European Publications Nos. 1 and 2, 4 Place de la Concorde, Paris.

Six Months' Report of the Director. De-partment of Civil Affairs, American Red Cross in France, 4 Place de la Concorde, Paris

STANDARDIZING RELIEF. By Harry Viteles, Research Department, United Jewish Research Department, United Jewish Charities, 731 West 6 street, Cincinnati,



# On the Western Front

EKE the Red Cross and other American workers in the devastated region caught by workers in the devastated region caught by the German drive? What plans had they to help in such an emergency? What has all the Red Cross work on the western front amounted to, when all is said and done, in helping build up resistance to the great German offensive? Has it been more than a distraction?

In the area liberated one year ago this month, and now the field of fresh fighting, the Germans' commanders brought the people of certain neighborhoods together at central towns; the able-bodied were deported; women and children, the old and feeble were left behind. Houses, barns, orchards, agricultural machinery were wrecked throughout the entire area. Throughout the summer, various American activities were set going to care for the ininisties, as the people are called who lived on in the district—and the imigrés—the refugees who had come back. By early fall the American Red Cross had created a Bureau of Reconstruction and Relief for the entire war zone, which it put in charge of Edward Eryre Hunt, one of Mr. Holover's relief workers in Belgium.

Regional warehouses were opened at strategic points near the lines at Soissons, Noyon, Ham and Peronne; grants made to scores of French and other œuvres, and local committees created. A children's dispensary and hospital was opened at Nesle by the Red Cross children's bureau; the American Fund for French Wounded inaugurated its broad-gauge neighborhood work at Blerancourt; the Smith College Unit began work in a group of villages about Grecourt, the Secours d'Urgence opened workrooms at Rove, and so on. The English Quakers carried over the methods and experience of their work in the Marne and the Meuse, and in cooperation with the American Friends Unit, set going a work of rehabilitation in nine villages near Ham-putting on roofs, opening wells, plowing fields, and the like. The engineering department of the American Red Cross provided elementary shelter in three villages, Croix-Molignaux, Matigny and Y. All this, in addition to the large-scale work in plowing undertaken by the French department of agriculture and in barrack building by the ministry of the interior.

Up to Tuesday the bulletins showed that Peronne, Neale and Ham had already fallen into the hands of the Germans. A cable on March 24 told of a message received at Paris by Homer Folks, head of the Department of Givil Affairs of the American Red Cross, from Mr. Hunt, indicating that the Smith College Unit, the Quakers, and the other Red Cross organizations had moved back and were safe.

Other cables told of more than their own safety-of the

part which the Americans were playing in the evacuation of civilians. For, while the work of repair and crop planting has been wrecked again, for so far as the battle zone drops back. unquestionably the French have endeavored to bring the entire civilian population to safety. As early as last January the Red Cross in Paris had batteries of camions stocked with blankets, medicines, food, to rush to any point on the battlefront where a new stream of refugees might originate. Interdepartment plans had been worked out so that the whole transportation service of the Red Cross, the stores in its regional warehouses and at Paris and its staff resources, could be brought to bear at once. Moreover, beginning last December, the Red Cross Bureau of Refugees, of which Edward T. Devine is chief, had undertaken to organize the work of placing repatries coming through Switzerland and Evian. The staff engaged in this work of placement would be available at the distribution end of the new stream of refugees from the Somme; just as the Bureau of Reconstruction and Relief with its warehouses, motors and district agents would function at the source. That the organized system of the Red Cross and the practical help of the American men and women in the devastated region has counted in succoring these twice fugitives of the Somme is unquestioned. More than that, this prompt evacuation of civilians will have been of immediate aid in clearing the ground for the allied armies.

But there are other elements of American help which have counted from one end of the western front to the other. On February 23, Signor Orlando, the Italian premier, speaking before the Italian Chamber, of the revictualing of the country, said that the necessary quantity of corn was assured for the month of March. He warmly thanked the allied powers who, in order to provide for Italy's necessities, had reduced their own stock of corn. Insofar as the Italian front as a whole has held solidly since December, and insofar as the food situation in Italy has been essential to it, the American government, through its representatives in Paris, and the American Red Cross have contributed to that result.

In France, not one but a dozen army commanders have spoken of the refreshment of spirit and heightened morale which not only the presence of American troops but the service of the Y. M. C. A. secretaries and the Red Cross canteens and rest stations on the lines of communication have meant in giving new edge to the armies of France. Insofar as the British army has put its full force into its own great span of the front, one thing which has enabled it to do so is the sector held by the small Belgian army; and one factor in its so holding has been the work of the American Red Cross.

# Defective Nutrition and the Standard of Living

By Frank A. Manny

FORMERLY OF THE NEW YORK ASSOCIATION FOR IMPROVING THE CONDITION OF THE POOR

AGE statistics, showing the proportion of any given population which receives less than can be computed as necessary for the maintenance of health and physical efficiency, often fail to produce an impression upon the public mind. Thus the statement of F. H. Streightoff that in 1915 one-half of the married men in New York were receiving less than \$15 a week while \$17 was the minimum requirement for the family's subsistence, though generally accepted, was not heeded. Even more familiar is the study of the standard of living in New York city by Robert C. Chapin, who some years previously showed that among families with incomes between \$600 and \$1000, 24 per cent were underfed, 43 per cent underclothed, 53 per cent overcrowded and 7 per cent suffering from a combination of all these evils. But it required the direct emotional appeal of known suffering to secure more than passing attention for the obvious discrepancy between incomes and necessary family expenditures. Even among the physicians and social workers of New York many were not aroused to the seriousness of the situation until the city's Bureau of Child Hygiene reported recently that between 12 and 15 per cent of the school children are underfed.

In order to secure a record free from the danger of error which must always inhere in a general presentment of facts,



# Be Strong and Healthy

Good Food Habits are Essential to Health

> Drisk al least Iwe cups of milk every day, Lea freely of Bread or Cereal at every meal. Eat some Vegetable every day. Do not eat Sweets except at the end of a meal. Drisk at loast is cups of Water every day. Do not drisk Coffee or Tea at all. Eat regularly, three times a day. Do not eat between meal—except an occasional hunchron half way between two hearty meals. Eat slowly—three food throughly.

One of the food charts issued by the Association for Improving the Condition of the Poor in New York city in its campaign for better child nutrition. the present writer recently undertook a detailed and intimate study of the health and nutrition conditions among the pupils or two schools in the Gramercy district of New York city. The children were classified on the basis of the Dunfermline scale which places each child in one of four nutrition grades: I, superior condition; II, passable condition; III, requiring supervision; IV, requiring medical treatment

It was found that of the 2,535 children examined with a view to their classification, the first two grades included each approximately one-third of the total, and the remaining third was divided between the other two.

The height and weight measurements of the several groups were then studied, and it was found that there were three distinct levels corresponding to the three larger nutrition grades (III and IV, containing one-third of the whole, being in this connection taken together). The average for the defective nutrition cases fell about as far below the "passable" group as the latter fell below the group tabulated as being in "superior" condition. A comparison of these averages with the results of studies made elsewhere showed a close coincidence. The height and weight line for the medium group was practically the same as that ascertained by the most extensive study made which forms the basis for the Boas-Burk tables of weight and height for American children. The weights and measurements of the superior grade were found to follow very closely the average of over 30,000 children attending leading private schools in New York city and Chicago which have been tabulated by Prof. Bird T. Baldwin.

It would seem then that in • typical industrial district of the city, by no means the worst, a third of the children at various ages approximate closely in height and weight to those whose parents can afford to pay tuition rates at private schools which often, for a single child, equal nearly one-half the average income of the majority of families in the city.

Another third represents the average of American children, while the remaining third is seriously underdeveloped—in many cases several years below the measurements proper to their ages under a reasonable standard of living. This shows a waste of physical efficiency and health which even the most elementary policy of human conservation would have to stop. If we adopt for our standard not the measurements of the "superior" one-third, but the average for the largest number of American children, it will be seen that one-third of the pupils examined require a change of conditions in order to rise to this level.

This statement is made with due regard for differences in rac and in particular families of limited capacity of growth. There are no doubt many children whom no nutritional or environmental changes will promote into one of the two superior measurement groups. Nevertheless, considerable experience is now available from well conducted summer camps, all-the-year stations and from other special situations in which conditions of feeding, sleeping, exercises, etc., are carefully supervised, to prove that the growth of the majority of stunted children can be promoted with almost startling rapidity. The weight charts of the boys in truant schools, for instance, show

almost perpendicular advances as soon as a chance for normal growth is afforded.

The studies of Dr. C. Ward Crampton and others have shown that there is a direct relationship between weight and height and the chronological age at which sexual maturity is reached. As Axel Key, the Danish anthropometrist, has stated, "Want prolongs the period of feeble growth preceding puberty." The undersized and undernourished children are usually delayed in reaching the normal sex development attained at a given age by children of more favorable living conditions. In many cases the difference in time amounts to four or five years.

Most of us have known some child, small for his age, who was making remarkable progress in other ways. Usually this seeming incongruity is accentuated by contrast with larger but older children with whom he is associated. Despite these exceptions, however, there is good ground for the assumption that during the growing period the taller and heavier children at each age have the advantage also in every other respect. In the two schools studied, the records of promotion and attendance were compared with the results of the nutrition grading, and it was found that the members of the superior grades also had a decided superiority in these other respects.

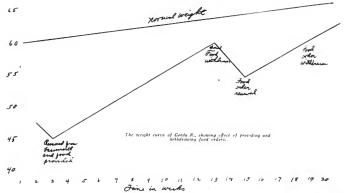
Possibly no section of this study was more suggestive than that which concerned the relation between nutrition conditions and size of family. Inquiry showed that the families of the children who were undernourished and underdeveloped averaged 20 per cent more children than did those of "superior" condition. In comparing only the families of native-born children, this difference amounted to more than 30 per cent. The medium third in each case belonged to families averaging a mean number of children. Similar results were obtained by a survey of cases under the care of the Bellevue Nutrition Clinic in 1917 which established the fact that the number of children in the family tended to be in inverse ratio to the degree of improvement made in weight. It may be remarked in this connection that of several hundred names of school children examined in connection with our study which were

# THE RACE FOR LIFE



One of the food charts issued by the Association for Improving the Condition of the Poor in New York city in its campaign for better child nutrition,

submitted to the Social Service Exchange (the clearing house of New York's relief organizations and various clinics and city departments) those known to the exchange as members of dependent families averaged one more child in the family than





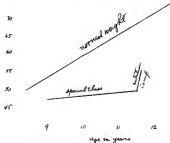


The weight curve of George T., showing remarkable growth during four weeks' detention at the truant shoot.

those not known to it. There is, of course, nothing new in figures such as these which merely substantiate the findings of Chapin and others that the families which have the most mouths to feed are responsible for the greatest amount of defective nutrition.

The nutrition statistics in New York city schools for 1917 showed fewer children in the lowest nutrition grade than had been found during the preceding year. This was supposed at first to show that living conditions in the city had improved during 1917. This interpretation did not account, however, for the fact that there had been an even more marked reduction in the number who had been rated as "superior" in nutrition. A similar reduction in both the highest and lowest nutrition grades was reported throughout England in the years 1915 and 1916. Many of the poorest families are receiving increased incomes on account of allowances to the families of soldiers, reduced periods of unemployment and possibilities of work for a larger number of the members of the family, as well as increased wages. On the other hand, thousands of families which have been able to live fairly well up to the present time are now unable to make both ends meet. Reports from Germany for 1915 showed that in certain cities, as Chemnitz, the loss in weight among school children was more evident in the families of the small salaried classes than it was in those of the working classes.

When the families were studied with reference to place of birth and nationality, it was found that the best conditions of nutrition belonged to native-born children of foreign-born parents—over one-half of those examined—and the worst conditions to the children of native parents—about one-sixth of

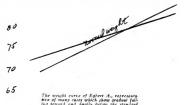


The weight curve of Herbert R., showing steady relative loss during two and a half years of special school care and rapid gain at the mutation camp.

the cases. This bad condition among many American families in some sections of the city is confirmed by the studies of the Bureau of Educational Experiment and those of Dr. Chapin. Of the several race groups, the Jews came nearest to the Americans, followed by the miscellaneous group which included the Irish and British families. The Italians, Austrians and Russians stood higher in the scale; and the best conditions were found among the Germans.

In the clinic study already referred to, which included many of the children in these schools, the greatest improvement was made by Irish-American and American children, while the cases slowest in weight increase were found among the Italians and Jews.

To summarize the problem disclosed by these studies: At least one-third of the school children are so much below normal standards of growth as to call for special nutritional care. Of this group, at least one-third require medical treatment while two-thirds may be expected to respond to improved living conditions, especially as regards feeding. There are now in the public and parochial schools of New York city over a million children. Of other children between two and



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six—the "pre-school" age— and between six and sixteen but out of school and either at home or at work, there are nearly as many again. This, if the conditions found by our study are at all typical, means that at a moderate estimate there are over half a million children in need of nutritional attention; over half a million children requiring an additional investment on the part of society if they are to be placed upon a plane of reasonable efficiency.

Among the methods of dealing with the emergency features of this situation has been the establishment of nutrition clinics at Bellevue Hospital, the Bowling Green Health Center, Cornell Hospital, the Post Graduate Hospital, and the Brooklyn Association for Improving the Condition of the Poor. All these are intended especially for cases requiring medical attention. The nutrition clinic works upon the fundamental needs and serves as a center of cooperation with the medical or surgical clinic which provides treatment, on this basis, for special defects. At Bellevue, nearly two hundred cases under care for three months averaged more than double the normal increase of weight to be expected at the several ages; and the growth of two-thirds of them, previously subnormal, was increased above the normal average. The interest aroused by the studies made at two schools sufficed, however, to swamp this clinic. Scarcely a beginning has yet been made on the large number of children who would benefit from nutritional care

13

but require no medical attention and who, therefore, could just as well be cared for in food clinics established independently.

Beyond the emergency program lies the need of a wisely organized plan which would bring these nutrition clinics for medical cases and food clinics for non-medical cases into effective cooperation with the school lunch system, the home economics departments of the schools, the open-air classes (as clearing houses and observation stations), the work of the school physicians and nurses, the milk stations, the district nurses and many other social agencies which could help in one way or another to meet this need.

The immediate need is for an emergency program which is commensurate with the size of the problem and does not hinder the investigation of more lasting solutions. The next step is the better coordination of the existing social machinery so that its remedial processes, applied more early in life and covering the want more adequately, may also be preventive and conservatory. But all these measures of relief are social makeshifts compared with the immense work of education and economic readjustment which lies ahead. After all, "what is the matter with the poor is their poverty." And, it may be added, what is the matter with the ignorant is their ignorance. Unless we recognize that defective nutrition in childhood must ultimately be treated as only one aspect of poverty and only one aspect of poverty and only one aspect of ignorance and shape our social program accordingly, food clinics and the remedial work of social agencies may only increase the number of children reared in families too poor or too neglectful to be safely entrusted with the re-production of the race.

# The Shortage of Labor and the Waste of Labor

# By William M. Leiserson

PROFESSOR OF POLITICAL SCIENCE, TOLEDO UNIVERSITY

ROM July, 1915, to April, 1917, when war was declared against Germany, the seven public employment offices of the state of Ohio were registering 28,000 applications for employment every month. This does not mean that so many unemployed persons sought work through the offices each month, because some individuals may have applied several times. But a study of the methods of the offices makes it safe to say that close to 20,000 individual unemployed were registered every month. The period under consideration was a time of general complaint from employers about "shortage of labor." Yet a few undermanned and imperfectly organized employment bureaus in the larger cities were able to find almost 2 per cent of the wage-earners of the state unemployed.

It struck Fred C. Croxton, of the Ohio Institute of Public Efficiency and now federal food administrator of the state, that if the employment offices were improved and extended to cover the state in a compact organization it might be discovered that there were very many more unemployed in Ohio than anybody imagined. The shortage of labor might be more apparent than real, and a business-like organization of the labor market might relieve much of the complaint from employers. He presented his idea to Governor Cox, and the governor appointed him claiman of the Labor and Industrial Relations Committee of the Ohio Defense Council. As chairman he was given authority and funds to establish a comprehensive system of employment bureaus in the state that should deal with the labor shortage.

Mr. Croxton called to his assistance the Industrial Commission's state director of employment offices and put him in immediate charge of the work. Then he enlisted the aid of several other students of employment problems in organizing a system of twenty-one bureaus to cover the whole state with a central office in the capitol at Columbus directing and controlling the entire organization. Within four months after this organization was formed it was registering more than three times as many unemployed as before. This is the record now being maintained when the Ohio employment service is still in its infaucy. It is a conservative estimate, therefore, to say that from 4 to 5 per cent of the workers of Ohio are unemployed for some time every month; for there are fifty-five private labor agencies operating in the state and the public employment offices reach but a portion of the unemployed.

Of the applicants at the public employment offices about a 3,000 a month are now being supplied to the employers and farmers of the state. This leaves from 15,000 to 20,000 for whom no positions are found. The reasons for the failure to find work for all we shall consider presently. At this point we are concerned only with the fact that from 4 to 5 per cent, at least, of the wage-earners of Ohio are unemployed every month, and that a well-organized system of twenty-one employment offices succeeds in putting to work only about two-thirds who apply for employment.

Is this condition peculiar to Ohio, or is it typical of the country as a whole? A glance at reports from public employment offices in thirty states published in the Monthly Review of the United States Bureau of Labor Statistics will show that Ohio's condition stands out only because its labor market is more systematically organized. The presence of a large number of unemployed is noted in every state. Officials of public employment bureaus from all over the country recently met in annual convention in Milwaukee, and with few exceptions they reported that the shortage of labor was caused not by a lack of workers, but by a lack of use of the available supply of labor. From the Far-west comes the statement of the superintendent of the Public Employment Bureau at Portland. Oregon: "I would not feel justified in saying there was a labor shortage in view of the fact that any day between 7 A. M. and 5 P. M. we have from two to four thousand men passing through our rooms investigating what we have to offer in the

And Charles B. Barnes, director of employment in the state of New York and president of the American Association of Public Employment Offices, sums up the situation in these words: "There is plenty of labor in this country to do all the work there is to be done, and there will be plenty of labor

as long as the war lasts, even if it lasts five years. Since my trip west and my contact with labor conditions all over the country I am willing to assert this as a fact the verity of which I was timid before. I thought it was only my personal and necessarily superficial observation of conditions in New York city, which are always abnormal.

If there is all this labor available, then why the insistent cry of shortage of labor from employers everywhere? In the experience of states like New York, Ohio, Wisconsin and California, which have something more than paper organizations for bringing labor supply and demand together with the least delay and waste, we can find an answer to this question.

A contractor building a power plant complained to the Ohio Employment Service that he could not get the labor necessary to complete his work. "How many men do you need regularly from day to day?" he was asked. "About 100," he replied. "How many have you had on the job this year since the work began?" He smiled significantly and said, "Our payroll has had 5,000 names on it so far. They come and go."

A railroad company which was employing women in car shops, round houses and on the sections was asked if it could not get men to do the work. "We got plenty," said the superintendent of the car shop. "Hundreds of them would come almost every night from our employment offices in the East, but they would get a meal and a night's lodging and the next morning most of them would disappear. After a payday practically our whole force would disappear." The round-house foreman added: "The company will pay only twenty cents an hour for the work. I don't like to have the women here. hut they stick, and you can't get men to stay at those wages,' Twenty cents an hour was the rate for common labor in the Middle-west before the European war broke out.

A great steel mill whose agents were scouring the country for labor hired over 100,000 men during 1916. During that time the actual working force averaged about 10,000 employes. "We can't hold them," one of the agents complained.

"There is a constant stream floating in and out."

A farmer wrote to the governor, to the State Defense Council, to county agricultural agents and to employment offices insisting that he must have help if he was to plant and harvest his crops. He offered fifteen dollars and twenty dollars a month with board and could get no one. At the same time, the Ohio employment bureaus were placing almost a thousand farm hands a month at from twenty-five dollars to forty-five dollars. The counties where forty dollars and forty-five dollars prevailed were well supplied with labor. Where less was paid there was constant complaint of shortage. In New Jersey, Commissioner of Labor Bryant recently replied as follows to a complaint that potatoes in Gloucester county were rotting in the ground because of labor shortage: "The State Labor Department is prepared to furnish laborers in Gloucester, or any other county in the state. But the farmers must be prepared to pay them prevailing wages and also to provide for housing them. We placed close to 5,000 men on farms through our employment bureau in September, and probably as many last month. The prevailing wages range from \$2.75 to \$3.75 a day. This is high for this grade of labor, but men are not willing to work for less in the country because they can get it, or much more, in other lines of employment."

A railroad company applied to the Ohio Public Utilities Commission for permission to place an embargo on freight. claiming it could not get the labor to move it. The commission called on the state director of employment for assistance. The director, in conference with the commission and the managers of the railroad, brought out the fact that the company was paying only twenty-five cents an hour, and that the men then employed were preparing to strike for thirty cents. "You can't expect to get men at twenty-five cents an hour with the present cost of living." Mr. Mayhugh, the director, told them. "Raise your rate to thirty cents and I'll get you all the help you want." The rate was raised, the men were supplied, a strike was avoided and no embargo was declared.

Military authorities commandeered the lighting plant of a small city and left the people in darkness. When work was begun to connect the city with a distant power plant, labor could not be secured in the immediate neighborhood. contractors attempted to advertise in the newspapers of other cities for the help needed, but Chambers of Commerce had induced the papers not to accept advertisements for labor to go out of town. Thus a most vital work was crippled while in other cities men were unemployed and held in ignorance of out-of-town opportunities for employment. When the central office of the Ohio employment system learned the facts the branches were immediately informed of the urgent demand for help and within a few days enough men came from the employment offices to rescue the city from darkness.

Just as this is being written, word comes that a very large automobile plant has laid off half of its force. A rubber plant in another city is laying off men and has cut its bonus on the men's wages. Inquiry at many plants in the endeavor to place some of these released workers brings the repeated reply, "We are not putting anyone on now." No doubt other lines of work will have use for these men, but it may be in other cities; it will take time, energy and a good deal of ability to find the other places. Meanwhile this labor goes to waste and employers are short of help.

Instances like the above might be multiplied, but these should be sufficient to show at least a few of the causes for the alleged shortage of labor. Labor is not scarce when many employers turn over their labor force three, four and five times a year. Labor is not scarce when thousands can be secured from employment offices, but they will not stay at twenty cents an hour. Labor is not scarce when one city cannot get necessary help because others conspire with newspapers to keep a large supply walking their streets unemployed. Labor is not scarce when industries for seasonal and other reasons are laying off men and employment offices have difficulty in placing them. Labor is not scarce when thousands are unemployed and refuse to go to work for one reason or another. The supply, at least for the present, seems adequate. Inducements to get the supply to work, however, are not sufficient. and organization to bring the supply promptly in touch with the work is wofully lacking.

However, the plight of American industry is none the less serious because employers can not hold their help, or because men will not accept employment, or because some districts are oversupplied while others are undermanned. Where is the fault, then, and what should be done about it?

In the first place, those farmers and employers who pay the wages that prevailed five and ten years ago have been tapping supplies of labor of lower and lower grade. Today, at twenty cents an hour one can get only those helpless, weak. underfed and inefficient laborers who have no bargaining power whatever, or else the worst kind of hobo labor, the tramps, drunkards, defectives and degenerates. As wages increased for labor generally, the employers who failed to come up with the market-and there are very many such-wert forced to take the worst of these Obviously the results were unsatisfactory. Most of the men would not stay, and most of the rest had to be discharged. That the resort to women to do heavy, common labor has come largely from this class of

employers is the testimony of all intelligent employment agents. But note the danger. If these employers are to be permitted to substitute women at wages that self-respecting laborers cannot live on, they will be creating among the female workers a class of underfied and therefore unwilling and in-efficient workers, corresponding to the unemployable male hobe and floater. Surely this is jumping from the frying pan into the fire and not increasing and building up the labor supply of the nation.

Then there are the employers who do pay prevailing rates of wages, but still cannot hold their help. Investigation here shows that long hours, unsteady employment, unbearable speed, inefficient management or lack of decent housing facilities cause dissatisfaction and quitting. The fact is that the American employer like the American farmer suffers from the wasteful methods brought on by too abundant resources. The farmer had no need to conserve his soil. It was rich and when exhausted there was plenty of new and virgin land. The employer similarly had no need to conserve his labor. Supply was always more than adequate. Immigration from abroad could be depended on to meet any deficiencies of native labor. Training was neglected, for plenty of skilled mechanics were coming over from Europe.

Now when the war has cut off the surplus that the employer was accustomed to, he is slow in acquiring either the inclination or the ability to treat his labor as if it were a precious part of his resources. He has no government colleges and experiment stations to teach him scientific conservation of his labor. His methods of management are still in the main the crude and inefficient ones that prevail when labor is so abundant that it can command little more than its keep. A tendollar-a-week time clerk is considered capable of hiring labor, but buying materials is entrusted only to highly paid experts. Has the time clerk made a mistake in assigning a worker to a certain job? Fire him-there are plenty of others. Is a man dissatisfied? Get rid of him. Can't he get along with his foreman? Discharge him, and of course no other foreman in the plant will be so discourteous as to take him on again. Has work slackened up because an order is finished, material is lacking or machinery has broken down? Lay off your men and save expenses. There will be plenty around when we need them.

It is hard for employers to give up these methods. Hence he cry, "shortage of labor," But it insi't labor that is scarce; only the surplus is lacking. This surplus can never be recreated, for neither post-war conditions nor an enlightened national policy will permit it. The employers only salvation is to adopt more intelligent, economical and humane methods of managing the country's labor supply.

But the first reaction of the employer to the new condition is to blame the worker for his troubles. Attempting to deal with his problems on this theory he makes things worse for himself as well as for the employe. In a city of more than 80,000 population, men were leaving their places as fast as they could get higher wages or what they considered better terms of employment. They found the change either satisfactory or unsatisfactory. If satisfactory, they thought they might do better still if they changed again. If unsatisfactory, they looked for another place. The result was a very large "turn-over" of labor in most of the plants of the city and a steadily increasing wage rate. To meet this problem the employers of the city entered into a combination to refuse to hire any employe who had previously worked in the city unless that employe had a "release" from his former employer. An elaborate system of records was installed at a central office and all the plants were required to report daily the men hired and discharged. If one were hired who had not been released, the central office ordered his immediate dismissal. Within a month after this system had been put in operation many of the best workers in town, home owners and family men, were walking the streets unable to get work, while any floater could come into town and immediately secure employment. The newspapers were full of "help wanted" advertisements, wages for unskilled labor dropped about 15 per cent, strikes were imminent, suit was brought charging the employers with conspiracy, and industrial unrest was rampant.

This, however, is an unusual method. The more common way is illustrated in a call for help against which the Ohio director of employment had to warn his employment offices. "Advertisements have been inserted in papers throughout the state by contractors' representatives," says a circular to the superintendents of all the offices,

that large numbers of men were wanted for three years' work as Newport News, and they have been telling the men that the rate was fifty cents per hour for carpenters with time and a half for over eight hours and Startday afternoon and doubt inne for Sunday. They have reported that the price of loard was five dollars and trenty-rive cents per week. Two shipmens have been made by contractors' representatives from Columbos, and practically all of the men have returned to report unfavorable conditions regarding with the quartermaster in charge of construction, and he advised no one was authorized to offer the terms mentioned above.

The information is that there is no Sunday work, and that the mea re only allowed to work in 'days per were,' this being he case it does not offer very much of an inducement for men to travel this disance for the job. The men who have returned report that the camp conditions are not good, and that private board cannot be obtained except at esorbitant prices.

The contractors, fearing they would be short of labor, sent representatives all over the country to gather a labor supply and the farther these men got from the place of employment the less scrupulous they became in describing the terms and conditions of employment. Such employers never seem to be able to learn from experience. In good times or bad they always suffer from what they call a lack of labor, for these methods never insure an adequate and stable labor supply.

While the federal authorities do not seem to have been directly responsible for these methods and the consequent waste of labor, the New York State Bureau of Employment reports a case in which the government appears a party to methods that are equally wasteful and reprehensible. Says the November bulletin of the New York bureau:

Reports of the scarcity of labor continue to be published, resulting in considerable harm to both employers and employes. ers go from section to section, with a loss of time and carfare, often to be disappointed. The New York city newspapers published (apparently under the authority of the United States Shipping Board) the fact that the Port Newark Terminal shippards were ready to employ 12,000 workers. A specific offer of the State Employment Bureau to furnish a number of men resulted in the discovery that the Port Newark Terminal yards did not need men; that they were daily turning away a great many, and had on their registration lists the names of several thousand available workers. These nowarranted publications cause great loss of time and also loss of opportunity on the workers' part to secure actual positions. Further, they create a great deal of unrest, causing workers to quit their positions because they believe that the scarcity of labor will give them an opportunity to secure a position at a high wage. A great loss of manpower takes place while this hum is going on, and thus the apparent

But how shall the plight of the employer be met? How can the inefficient and wasteful methods of handling labor be eliminated so that the available supply will not only potentially be sufficient to meet the demand, but shall in fact be used by employers to the fullest possible extent? In a succeeding article we propose to discuss the efforts that have been made in this direction, and to point the lessons of this experience as to measures and methods that need to be adopted.



# The Boy, the War and the Harrow

# By Helen Dwight Fisher

FORMERLY CONNECTED WITH THE NATIONAL CHILD LABOR COMMITTEE; NOW WITH THE UNITED STATES BOYS' WORKING RESERVE

The planting season of 1918 is at hand. What part shall boys play in it? President Wilson has already issued a call to the farm, urging young men of sixteen and over "not now permanently employed" to join the United States Boys' Working Reserve; at the same time, he has repeatedly deprecated any lowering of school and labor standards. What the Reserve stands for and how it utilizes the services of boys are described in the following article—EDITON.

HEN the United States Boys' Working Reserve proposed last spring to furnish farmers with boy labor, no one was more doubtful of the proposition than the farmers themselves. It takes a most imaginative farmer to expect any "bunch of city kids" to be of use to him. In fact, when the National Child Labor Committee, at very nearly the same time last spring, sent a questionnaire to grange officers asking if city children were needed on the farms, the negative answers, comprising 62 per cent of the replies, were so emphatic as to be almost caustic. Of course the fact that the committee asked, "Do you need city children in your vicinity?" may have had something to do with the nature of the replies, for most farmers realize that acity child is more of a nuisance than a help on a farm.

At any rate, after a year's experience with the Reserve the farmers seem to have changed their opinion. The manager of a Massachusetts farm in a district where Reserve boys were sent out from a central farm supply camp said that the experiment had accomplished three things:—

- 1. It has given a more or less discouraged group of farmers a new view of their own possibilities and the possibilities of their farms.
- By bringing a supply of seasonal labor when needed, it has enabled the farmer to increase his acreage one-third to one-half, and has insured the proper cultivation of the crops at an expense he can afford.
- 3. It has been one of the most valuable parts of the city boy's education, in that it has given him first-hand experience in production which he could get in no other way.

# A Pennsylvania farmer says:

I'll confess I was skeptical myself, but some of us agreed to take a boy or two and see what happened. Well, we have about 400 here now, and we want another 150 of the same kind right away.

A farmer near Gary, Ind., says:

Some years ago I used fifteen men on that farm and then ten men. Last summer when we used high school boys on that same farm we never used more than 1cn, and we did the same work that had been done hereiofore by fifteen ordinary farm laborers.

- If the skeptical reader feels that all this is too good to be true, let him consider these facts:
- The farmers in most sections felt a decided labor shortage last summer and were so "put to it" to find help that without boy labor they would many of them have lost crops, and they are naturally grateful.
- The United States Boys' Working Reserve includes only boys between sixteen and twenty-one, all of whom pass at least a cursory physical examination, so that they are mature enough and strong enough workmen to be useful.
- 3. Most of them lived in camps last summer under supervision and often under semi-military discipline, with all the advantages of workers whose living and working conditions are regulated. Some thing about farming before being eart to their lobs. Many of them lived in farm supply camps and worked in groups where needed. All this "organization" of the Reserve naturally produced efficiency.
- 4. The boys received wages, sometimes from the state, but usually from the farmers, except when they were working on some special tract of land not in private enterprises, and as the Reserve officers always attempted to ensure the boys a fair return for their labor, they were of course spurred on to effort and achievement.

5. All the boys were likely to be actuated by a patrionic motive because the Reserve emphasizes in its Oath of Service and in its awards of medals the fact that the boys are serving their country by increasing production on the farms. Naturally this idea of service has a strong appeal among boys of Reserve age, many of whom are the production of the

The Reserve not only recruits boys directly itself, it also accepts them through local and state organizations that come up to its standards in regard to age, physical fitness and other respects. Last summer it reached boys of all kinds. One of the most "fashionable" of castern boarding-schools instituted a military farm under the Reserve where the sons of the rich, most of whom did not know a bean from a potato except when served on the table, cultivated a tract of land, laid out and operated their own camp, received some military training, and by way of final achievement added to the school's supply of foodstuffs for the winter. At the same time another kind of boys, wards of a juvenile court, were tasting camp and farm life on the Fox river in Wisconsin-also under the Reserve. Fifty of these boys under the leadership of a Y. M. C. A. worker "tilled a considerable acreage sown in beans and sugarbeets and worked for the farmers in the neighborhood at one dollar a day for older boys and fifty cents a day for younger boys."

The typical Reserve worker about whom the farmers said, "We want more of the same kind," seems to have been the ordinary high school boy who went out under Boy Scout or Y. M. C. A. leaders to camps in farm districts or enlisted in some state juntor army. Individual workers were supplied to farmers as hired hands, but as a rule the supply camp idea seems to have been the most popular and most effective. State machinery provided by legislation last spring to supply farm labor was utilized by the Reserve, in fact its chief work seems to have been the encouragement, unification and support of local agencies organized at our entrance into the war to supply boy farm labov

The Reserve worked our certain standard regulations for boy farm labor but of consist conditions varied in the seval states in carrying them out. Since the Reserve is organized, however, with Federal State Directors in touch with the certral office in the Department of Labor to supervise and control work within each state, there was a surprising amount of uniformity last summer, considering that the scheme and its machinery were new to everyone concerned. A summary of certain conditions is worth while, both as a review of work done and as a suggestion of the problems before the Reserve for the coming season.

The number of boys enrolled in each state varied with the efficiency of the state organizations rather than with the need of the farmers. In New Jersey, where the state itself organized a Junior Industrial Army, so many boys were enrolled that there were more workers than the farmers needed. On the other hand there were states where the farmers were clamoring for more. A report on the New Jersey situation says by way of suggestion, "The recruiting of boys should begin in the early spring, with the understanding that the boys are to hold themselves in readiness for a call to service," that is, they are not to leave their homes until actually needed; "there should be a real labor shortage" before they are sent out; and the "farmers should make definite plans in advance for the use of boy labor."

In most places there seems to have been plenty of work to be done, and the records of stability on the part of the workers are remarkable. In Illinois, of 562 Chicago boys whose work was reported on by farmers, 559 did satisfactory work and only 3 msatisfactory, and the average number of days worked per boy was 87½, or over 14 weeks of 6 working days. In Maine, 700 boys were trained in camp by the state and then sent out under leaders to the farms, and only 6 out of the 700 went home, 4 under discipline and 2 at the request of their parents, while there was just one case of serious illness among the 700. The superintendent of a farm on the Betsy river, Michigan, said of the boys who worked for him:

"The first week or so the boys were not much good. None of them had ever been on a farm before and they didn't know a horse from a cow. But they were quick and eager to learn, and from the start they took a keen interest in learning how to work. Fully 85 per cent of them took this interest from the start and howe maintained it all summer."

Wages varied, of course, with location and work done. In New York the Military Training Commission's Cadet Bureau makes a written agreement with farmers hiring boys and stipulates a wage of \$2 for a day of not more than ten hours. In Maine the state paid the boys a flar rate of \$1 a day, "just as it pays other soldiers," but farmers added to the wage if the boy's work merited ir. In Idaho the boys received 30 cents an hour for harvesting and averaged \$2.23 a day. The \$62 Chicago boys already mentioned averaged \$23.25 a month with board. In Arizona, 120 boys hoed and thinned 2,220

# WHAT SHALL WE DO IN 1918?

The National Child Labor Committee recommends the following program for using boys in farm service:

- That every state and community prepare immediately for the coming spring when the question of using children in farmwork will come up again. Every state should have its machinery for controlling the situation in working order as soon as possible;
- in working order as soon as possible;

  2. That two general principles be laid down for regulating child labor in food production:
  - No boys under 16 shall be sent away from home to work on farms. (No girls under 18 should be sent away from home for farmwork.)
  - 11. Children under 16 shall be used where there is opportunity either on home farms and gardens or in community or school gardens under supervision, but no compulsory education laws shall be relaxed to allow children to work in agriculture even at home.

### SUPERVISION OF CHILDREN AT WORK

All boys between 16 and 21, working either on farms or in industry, should be enrolled in the United States Boys' Working Reserve, Department of Labor, Washington, D. C., to be sure they are at work where they are needed and under proper supervision.

If you have a local or state organization to supervise the work of boys 16 to 21, see that it is affiliated with the U. S. Boys' Working Reserve, so that we may all work together.

If you have no local organization, but know of boys in your vicinity who want a chance to work on farms next summer, communicate immediately with the U. S. Boys' Working Reserve.

Do not allow any boys to be sent away from home to farms unsupervised or without knowing what need there is for their labor, how they are to be housed, what they are to be paid, and what provision is made for their recreation and rest. The United States Boys' Working Reserves investigates and controls all these matters.

Children of school age who may help in food production outside of school should always be supervised in their work unless they are working for their parents.

This will prevent waste of seeds and fertilizer, will teach the children how to raise foodstuffs, and safeguard them from overwork. acres of cotton, 85 acres of melons, and 25 acres of potatoes, and were paid from 15 to 40 cents an hour—for an eight-hour day. The wage question must be considered not only in relation to fairness to the boys but as regards its possible effect on adult wages and the profits of farmers. It caunot be settled except locally because of local differences in living expenses, normal wages-cacle, etc., but each state Reserve director must solve the problem for his locality. The Indiana State Council of Defense has already taken steps in this line by preparing return mailing-cards on which the farmer may state how much help he needs, when, and what he can pay for it, so that there will be no doubt what Indiana boys can fairly earn next season.

Hours of labor also vary necessarily with locality. A New York farm cadet cannot work more than ten hours a day. The Reserve itself in its requirements for qualification for insignia in the agricultural unit fixes eight hours as the working day. But W. E. Hall, national director of the Reserve, pointed out last summer that to demand an eight-hour day in some quarters "it would be necessary to make over all the fixed habits of farm life." A camp leader in Michigan reports that while his bogs were limited by agreement to five hours a day, after a few weeks of work they had 'hardened up'' so that they could easily have worked ten hours. And this suggests that possibly hours of labor should vary with experience.

Obviously the questions of wages, hours, housing, etc., need careful regulation and the boys need close supervision, so the hasic principle of Reserve work everywhere has been supervision and inspection to protect the worker and to ensure his doing work satisfactory to his employer. In Wisconsin, where the most elaborate system of supervision was evolved, about three hundred school principals, teachers and elergymen volunteered last summer as supervisors of boys at work. Almost everywhere the boys were under direct supervision of Boy Scout, Y. M. C. A., or other trained leaders, but to ensure adequate supervision everywhere, the Reserve stipulated at its annual meeting in December, 1917, that

Applicants for boy labor shall be supplied with such labor only free investigation of home conditions and working surroundings. An inspection at least weekly is stressed, with reports of impection to headquaters. Supervisors of character and of experience with boys are demanded and twenty-five is suggested as the maximum stall be an organization of the leiture time of boys employed to promote to the best advantage their moral, mental and physical welfare.

The Reserve has stated several times that a boy's education should not be interfered with by farmwork, and apparently last summer few boys worked except during their school vacations. The Reserve seems to have concluded, however, that some adjustment of school terms to the demands of farmwork is necessary, although it states cumplatically that "no boy should leave his studies to go to work unless he has been so advised by his teacher and his school superintendent." H. W. Wells, assistant director of the Reserve, said at the state conference of Indiana in December.

The policy of the Reserve suggests that school vacatious be slightly lengthened and adjusted so as to permit school boys to plant and to harvest the crops. If necessity complex we must dismiss our schools a little earlier in the spring and convene them a little later in the fall. It may be well to divide the vacation period into two

periods, one to cover the season of planting and the other to cover the season of harvesting.

And at the annual meeting of the Reserve it was recommended that there be

such modification of school calendars and programs . . . as will permit the release of school boys of stated age for farm work, the release to be made only as the necessities to maintain and to increase the food supply shall demand, and always with as little interruption of the school training as may be.

How this plan of adjustment will work out locally remains to be seen. Two things must be remembered in relation to it: first, the boys affected are sixteen and over, and therefore beyond most compulsory age limits-they can leave school without breaking any laws and are at the age when they are most likely to do so-but any shortening of their term is likely to affect the younger children also; and second, most of the boys come from cities and not from rural districts, so that their school term is arranged without the slightest regard to crops and harvests, and any change in it will affect many children who are not working on farms and never will. With intelligent cooperation on the part of the schools, some adjustment can be made undoubtedly, but it is to be hoped that those concerned will remember that school should be shortened only "if necessity compels us," that high school and college boys need all the encouragement possible to continue their education nowadays, and that both the commissioner of education and the President have urged on the schools of the country that education be stimulated and in no way handicapped during the war. The national officers of the Reserve, in close touch with other national bureaus, fully realize the seriousuess of the situation; the question is whether local authorities will realize it as well.

Interesting educational features of the Reserve which should not be forgotten are its vocational unit and farm training camps, which aim to train the boys in the work they are to do. Again, the Reserve is encouraging agricultural training in the schools.

The Reserve supplies boy labor tor other than agricultural tasks, but its emphasis is decidedly on its farm labor supply. It is organized in three units: agricultural; industrial, in which a boy must serve sixty working days of eight hourstablefore he is entitled to the Reserve's bronze badge; and vocational, in which a boy must serve "until he has prepared himself to undertake and actually has undertaken, work in some "essential industry" userssary to winning the war against Germany." Boys have been supplied to manufacturers by the Reserve, but its interest is in the agricultural unit because the high wages offered by industry are likely to draw boys away from farmwork and the farmers have borne and will have to bear the brunt of every labor shortage.

The Reserve last week had a National Enrollment Week, which aimed at "no less than the mobilization of every high school boy, and of every boy of Reserve age in the upper grades of the grammar schools, in the United States." The effects of this enrollment and the results of the boys' work in the summer of 1918 will be watched with deep interest. The Reserve has its problems, and it has doubless made its mistakes. But there is no doubt that Mr. Hoover was quite right in congratulating the Reserve, as he did on December 7, 1917, on "the great service they have rendered their country during the first eight months of the war."

# New Faces for Old

### How a Boston Sculptor is Putting Life into Copper Features for Soldiers

### By Mary Ross

OME men are tossed aside by the war machine—cripples. You see them about Paris, hobbling on crutches or clumsily trying new wooden legs, or with an empty sleeve, acting as porters in hotels, or doing the jobs that can be done with one arm or one leg, returning when they can to the occupations of before-the-war. But the most tragic men are those you do not see at all—or see only behind a mask of clean white bandages—the men whose faces have been torn and burnt by shells or gas or shrapnel so that those who love them most, must shudder to look upon the hideous wreck of features.

These men are barred from restaurants and theaters; they find their former workshops closed to them; even their friends cannot help an involuntary shrinking; although often ablebodied, they are condemned to idleness and isolation. Where breadwinning is a necessity their situation becomes desperate, and suicide sometimes seems the only way out.

French surgery has done and is doing miracles for them,

but surgical treatment is a matter of months, often of years, and there are not enough trained surgeons to fill the need for this difficult and delicate work. For some men surgery can do nothing; others cannot afford to wait for treatment. To make it possible for them to go about inconspicuously and take up their former work the American Red Cross has obtained the services of Anna Coleman Ladd, a Boston sculptor whose matbles and bronzes are well known in France, Italy and America, to make facial masks according to the process originated in England by Captain Derwent Wood.

The masks are made of thinly rolled copper, silvered over, and painted in flesh colors. They are made to cover the mutilated parts of the face, and are held in place by spectacle bows over the ears. Modelled by an experienced sculptor from photographs of the "mutile's" pre-war face, they have the vivacing of life—unconsciously you look for changing shifts of expression and former acquaintances have no difficulty in recognizing the old friend. Nor do they obviate the chance of





SCULPTURE AND SURGERY COMBINED TO GIVE THIS WAR-HERO A NEW FACE

permanent surgical regeneration of the tissues which, when the surgeon is ready, can be carried on under bandages hidden by the mask.

The first mask went to an officer who came back to his wife and two little daughters with all the military medals but with a face so terribly mutilated that he could do nothing. His mask is finished, and he can meet his friends again and face them without shrinking. Other "mutilés" have heard of the work—Mrs. Ladd has as many applications for aid as she can fill. In her studio hangs a service flag with two stars: one, for her husband who is directing the work of the Red Cross for children in the war-torn villages of the Meuttheet-Moselle, behind the American army sectors; the other, for her pioneer work, the first of its kind in France.

# Labor Getting Behind Health Insurance

HAT organized labor in the year 1918 should come out for health insurance, and compulsory health insurance, at that, will doubtless come as a surprise to those who attended the meeting arranged last year by the National Civic Federation, when capital and labor took turns in declaring their abhorrence of the doctrine. "Not demanded or approved by labor" has been the most convincing argument of the opponents of state administered health insurance all along. In lists of reasons against the passage of health insurance bills this has usually been reason number one. And now labor has gone and spoiled it! In a series of three reports, the New York State Federation of Labor has come out unequivocally for state administered health insurance, and has drafted a bill which is now pending in the state legislature. By this action the New York body becomes the tenth state federation to endorse a program of health insurance and joins the company of the nine international unions and the Women's Trade Union League and the Southern Labor Congress, which have previously given the movement their approval.

To the New York Federation of Labor the trend toward state administered health insurance seems so unmistakable that the question is no longer one of approval or rejection, but what kind of bill is the legislature going to pass? "To us as trade unionists," they conclude, in their first report, "there are two courses open. Either we may hold back blindly until a bill is passed which is disadvantageous and burdensome, or we may have a bill so drafted as to protect and promote the interests of organized labor." The report was prepared by a special committee of the federation, of which James M. Lynch of the State Industrial Commission was chairman, and it gives at considerable length the reasons for the belief of the committee that provision for health insurance should be made by law. These reasons so commended themselves to the two hundred delegates assembled in a special conference in February to consider this one subject, that they adopted the report unanimously.

Like the New Jersey Commission on Old Age, Insurance and Pensions (see the SURVEY for March 2), the committee was stirred by the draft exemptions and by what it found out about the prevalence of sickness among wage-earners. Reasoning from the results of the health survey of Rochester in 1915 by the Metropolitan Life Insurance Company, it is estimated that "there are in the state at all times nearly 150,000 persons of all ages seriously sick, and that the wage-earners of the state are suffering a wage loss from sickness of at least \$40,000,000 a year." Such facts as these led the committee to say: "We and the people of New York state are not going to sit idly by much longer and see our citizens afflicted by poverty due to sickness. Nor are we content to learn from Major-General Crowder's official report that 30 per cent of our New York youth, called to serve their country in what should be the flower of their prime, were unable to meet the physical requirements because they had not had proper medical attention during the periods when they were sick, or because their parents or their progenitors had not proper medical attention and proper housing and, therefore, had brought into the world a considerable number of men unable to pass the requirements of the government in making up its armies for the defense of this nation and other nations that are now engaged in the cause for which this great world war is being waged."

In one of the clearest statements that has yet been made of the necessity for health insurance and the form it should take, the report favors the inclusion of all wage-earners under a compulsory law. This has been one of the toughest bones of contention since the agitation in this country began. Many labor men have been disposed to reject any plan that included the element of compulsion. But the committee came to the conclusion that "only by making the plan compulsory can we count on all employers paying their share." Another serious trade union objection is removed, however, by making the plan include all wage-earners. The original bill of the Association of Labor Legislation limited the operation of the law to wageearners receiving less than \$1,200 a year. This provision was seriously attacked by spokesmen for employers and employes alike as promoting "class legislation." A third controversial point was over the question of physical examinations. The plan approved by the federation provides that workmen may be admitted to health insurance without examination.

The bill proposed by the committee and accepted by the federation provides for a cash benefit of two-thirds of the weekly wage to run for twenty-six weeks, with a maximum of \$8 and a minimum of \$5 unless the wage is less than \$5, in which case the benefit is to be the same as the wage. Medical and surgical treatment, supplies and nursing service are to be supplied to the insured worker and to his family. Maternity benefits are provided in the form of medical and surgical treatment for an insured woman or for the wife of an insured worker. Dental treatment is to be furnished to insured workers. The report comments on the poor medical service now received by the workers and states that probably there are 50,000 people in the state all of the time, too sick to work but without medical care. A funeral benefit of \$100 is provided.

To meet the premium payments, it is provided that the worker and his employer shall each pay one half the cost except where the wage is below \$9. From that point to \$5 the employer is to pay 75 per cent and the worker 25 per cent. Where the wage is less than \$5 the employer is to pay the whole premium. Provision is made for a "penalty contribution" by an employer who does not maintain proper standards of health and sanitation. Administration is to be under the supervision of the State Industrial Commission.

In a strong appeal for recognition of the value of health insurance the committee says that "health insurance protection. as we propose it, will follow a man throughout the state wherever he works. Under this health insurance, all employers will be compelled to insure their men, and it will make no difference where a man works, or how long he has worked for one employer, he will always be insured while he is at work. Nor will he have to prove, as he does today in workmen's compensation, which employer is responsible for his disability. If a worker is sick, that will be sufficient to entitle him to benefits." Moreover, this will provide for the wageearner certain standards of work and of living conditions as a matter of right. Some trade unionists have held that the employer should pay the whole cost, but "your committee does not believe American workers want to be spoon fed by their employers. If the employers paid the entire cost, would they listen for an instant to the pleadings, however insistent, of the workers for a voice in the management? Not at all! They would hand it all over to the commercial insurance companies and be freed from further bother. The workers would be left to fight their claims with the insurance companies."

If left to work itself out, it will mean group insurance and that will mean a tendency to "tie a man to his job." It will mean that the unions will lose to the casualty companies "control of the wage scale in the state" and it will mean physical examination. All of these things the committee believes, orcanized labor wants to avoid.

In the following words the case is summed up: "Through the work of your committee, certain objectionable features of earlier bills have been removed. The worker will have at cost price liberal medical care both for himself and his family, a cash benefit, and a funeral benefit. The burden of sickness to the worker will be very greatly diminished because the employer will assume financial responsibility for that portion rightfully attributed to industry. This will give employers a new interest in sickness prevention. Today, throughout the state, as the result of workmen's compensation, employers are showing a most lively interest in safety devices, for safety devices cut down insurance premiums. But interest in matters promoting health has lagged behind. The introduction of adequate ventilating systems, of exhaust pipes, of adequate toilet and washing facilities, will be stimulated best when they mean a reduction in the insurance premium. One of the great benefits of a health insurance measure will be the extent to which it will arouse interest in the prevention of sickness "

The second report issued by the New York State Federation of Labor consists of a transcript of the discussion at the special convention held in February at which the report of the Com-

mittee on Health was adopted. The entire meeting was devoted to the answering the questions of delegates, principally by James M. Lynch, chairman of the committee.

In a third report, which is just off the press, the committee lays stress on the advantage of health insurance to industry. This report is a direct appeal to employers. Attention is called to the fact that the evils which were predicted for work-men's compensation have not developed, and the committee expresses the belief that health insurance will be even more beneficial than workmen's compensation both to the employe and to the industry. They predict that it will mean much in the way of prevention, and that men will not be absent from their jobs on account of sickness as much as they are now. This they affirm will mean a reduction in labor turnover and a consequent saving to the employer.

The committee calls attention to private employers who have established health insurance plans on their own account. One Massachusetts company is referred to where it was found that the "hours per year lost by employes who took advantage of its hospital facilities, amounted to only half as many at those who did not accept this care." The reasons for dividing the cost equally between employer and employe are set forth, together with the advantages of mutual amanagement.

In addition to all other advantages of health insurance, which the report sets forth, there is one other which attracted the attention of the committee; this is "the opportunity thus offered both to employers and employes to learn the advantages of working together."

"If the world war for democracy," continues the report, "for which workmen by the millions are pouring out their life blood and for which employers by the thousands are unselfishly spending their wealth, is to result in permanently improved conditions for those who must in their daily toil in work shops suffer the hazards of occupational disease and premature death, it must come, in this country especially, through a more democratic relationship between employers and employes in the day-by-day working life of our industries. We believe ardently in our trade union organizations, and we believe thoroughly in organizations of employers. We are convinced that the group selection of representatives to serve each interest in the local management of health insurance funds will create a much needed feeling of solidarity of interest on each side. We believe, furthermore, that most friction resulting in open hostility between workmen and their employers might be removed 'at the source' if there were more just such opportunities for workmen and their employers to consult together over such matters of common interest as the conservation of the health and efficiency of the workers."

#### A NEGRO TO AMERICA'

HOW would you like to have us, as we are?
Or sinking 'neath the load we bear?
Our eyes fixed forward on a star
Or gazing empty in despair?

Rising or falling? Men or things? With dragging pace or footsteps fleet? Strong, willing sinews in your wings? Or tightening chains about your feet?

<sup>3</sup> From Fifty Years and Other Poems. By James Weldon Johnson, The Cornbill Company 93 pp. Price \$1.25; by mail of the Survey \$1.30.



### WHY EMPLOYES STRIKE IN WAR TIME

HAT the high cost of living has Caused more strikes than any other one thing, is the conclusion reached by the National Industrial Conference Board after a study of 1,156 strikes occurring in the first six months of America's participation in the war-from April 6 to October 6, 1917. Reports were received by the board of 2,986 strikes during this period. Inquiries sent to the firms involved supplied the board with detailed information of only 1,156, which caused 283,402 employes to lose 6,285,519 production days.

The most serious stoppages were in the metal trades, ship building, coal mining and copper mining. In these four industries 46 per cent of the strikes occurred, involving over 61 per cent of the workers made idle, and 66 per cent of the working days lost. These are, however, industries in which the greatest number of men are employed.

According to this report an increase in wages was the chief demand in over 38 per cent of the strikes. Twenty per cent of all of the strikes, the next largest group, are ascribed to a combined demand for higher wages and a closed shop, and 7 per cent involved wages and hours. Wages were a factor, therefore, in 65 per cent of all strikes occurring.

The effect of unionization upon industrial peace is also touched upon. Over 48 per cent of the strikes, involving 41 per cent of the workers striking. occurred in shops where the employes are well organized; that is, where 76 to 100 per cent of them are members of unions. "This is not conclusive," says the report, "but it is significant in view of statements often made that where labor unionists are employed in large numbers stable contracts are in effect for long periods, subject to change only at stated intervals, and then only after due notice of intended change has been given; thus allowing time for adjustment without result of strike or lockout. In other words, the claim is that the unionization of industry makes for industrial peace. The facts do not bear out this contention." 719

It is noteworthy that nothing in the report indicates whether the strikes came at the end of a contract period or were in violation of contracts. On the question, therefore, of whether union memhership was a cause of these stoppages of work, or whether union members are better able to protect themselves than are non-union men, when living costs go up, the report is not fully enlightening,

Perhaps the most significant thing is the classification of strikes according to means of settlement. The largest number, 45 per cent, were settled by private conferences, and these were settled more quickly than any others. average number of days lost for each worker in the strikes where there were negotiations between the two parties was 15.8-a marked difference from the number of days lost where the employer fought the strikes in the courts by securing injunctions. These strikes were prolonged far beyond those where any other method was employed, the average number of days lost being 401/2. Indeed, the severity of the strike seems in every case to have been directly proportional to the extent to which negotiation was employed instead of force. This is shown very clearly when the different methods of settlement are presented side by side. Strikes settled by federal or state mediation averaged 23.4 days in length. Where the method was merely one of "awaiting development" or "sparring for time," 30.9 days were lost; where strikebreakers were engaged, 32.4 days, and where the employer sought aid in the courts, 40.5 days,

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#### WAR FINANCE AND STATE TAXATION

HERE has been much agitation THERE has been much lately over the war-time need for a national budget and for other reforms which would convince the heavily burdened taxpayer that every dollar contributed by him towards the conduct of the war and the government of the country generally was spent without waste from avoidable causes.

There are three reasons why at this time the case for improved methods of state finance also is receiving increased attention. In the first place, there is the always present reason that more than one-half of the states are in a sense insolvent, i. e., are not paying out of current revenue the total expenses for governmental costs, interest on indebtedness, and outlays for permanent improvement. Eleven states, when the last report was made by the Census Bureau, did not even meet expenses and interest.

Another reason is the withered value of the dollar; if there must be an increased tax rate on this account, then the citizens want to know at least that every precaution is taken against waste and unfairness in its collection.

The burden of national taxes, which will mount higher as the war continues. is a third and compelling reason for the utmost efficiency and economy in state taxation. Not only the higher taxes but also the necessary wage increases and other added expenditures brought about by the war fall with special severity upon the enterprise which does not profit from the war boom in industry.

One of the directions which modern tax reform is taking is the creation of state tax commissions or commissioners to have supervision over the local administration of taxes. This movement, which has made considerable headway in the states of the North and West, is just beginning to reach the southern

The opposition which scientific tax reform has to meet is exemplified in the bitter fight which has been waged against the recently created Mississippi Tax Commission ever since the passage of the law creating it. An attempt to have the enacting statute declared unconstitutional was defeated by the decision of the supreme court of the state a year ago. The next move was the attempt to secure the repeal of the law by the legislature of 1918. The bill providing for repeal was defeated late in January of this year.

It was a somewhat interesting coincidence that the committee upon a model tax system of the National Tax Association happened to be meeting in Mississippi at the time the repeal bill came before the legislature; the presence of the members of this committee and the prestige of the association were among the influences which led to the defeat of the bill.

While it is a cardinal tenet of the National Tax Association that it conduct no propaganda, it feels free to exercise its influence and prestige in favor of a few fundamental betterments which have substantially the unanimous support of its membership. Along these lines, the association has been a powerful factor in achieving positive reforms.

### STATUS OF CONSCIENTIOUS OBJECTORS

DRESIDENT WILSON'S regulations, issued last week, for the treatment of conscientious objectors to military service, substantially comply with the recommendations made by the different sects and organizations interested in safeguarding the bona fide objector. If the spirit of the President's order becomes the spirit of those who carry it out, it is predicted that this country will have solved the knotty problem of conscientious objection to war much more happily than some other countries, notably England.

The President's order puts upon the same footing persons who have been certified by their local boards to belong to recognized sects opposed to war, and persons who have not been so certified but do object to participation in war because of conscientious scruples. He defines the "non-combatant" service into which all such persons may be put. This includes: (a) Service in the medical corps, wherever performed; (b) Service in the quartermaster corps in the United States, and also certain specified activities in the rear of the zone of operations; (c) Any engineer service in the United States, and certain specified activities, mainly concerned with construction and repair, in the rear of operations. Insofar as is feasible, assignments of conscientious objectors are in the future to be to the medical corps, but each individual may request assignment to some other non-combatant branch.

It is made the duty of each division, camp or post commander, "through a tactful and considerate officer," to present to conscientious objectors the opportuFrom American Industry



DOING HIS BIT

nities upon to them. A certificate of assignment is then given to the objector. This certificate is thereafter to be respected as preventing the assignment of its holder from non-combatant to combatant service, though the holder may request assignment from one branch of non-combatant service to another,

Persons who still refuse to accept non-combatant service under military authority, because of conscientious scruples against war, are not finally disposed of by the order. On April 1, and monthly thereafter, the names of such individuals are to be reported to the secretary of war, who will "from time to time" give further directions as to their disposition. Pending such directions, they are to be segregated as far as practicable and placed under the command of "a specially qualified officer of tact and judgment." This officer is to be instructed to "impose no punitive hardship of any kind upon them;" neither is he to allow their objections to be made the basis of any favor or consideration beyond exemption from actual military service.

The order further stipulates that sentences imposed by courts-martial for willful disobedience of lawful commands shall prescribe conforment "in the United States disciplinary barracks or elsewhere," but not in a penitentiary. This does not apply to deserters. The secretary of war is, moreover, directed to revise the sentences or findings of courts-martial heretofore held and to bring them to the attention of the President, if any be found at variance with the provisions of the order.

It is thought possible that, with respect to persons who may refuse, on conscientious grounds, to accept non-combatant service under military authority, legislation now pending before Congress may be applied to them. One such bill authorizes the secretary of war to grant furloughs "for such periods as he may designate" for the purpose of permitting men "to engage in civil occupations and pursuits." This would open the way to letting objectors engage in agricultural work, Red Cross activities and such social service as that of the Friends' Reconstruction Unit.

Another matter left open by the order is the disposition of objectors who have complied with the law up to the point of entraining for camp. A number have done that, notifying their local boards that they could not conscientiously entrain, but saying that they could be found at home. Whether such men will be treated as deserters and court-martialed and imprisoned, is not finally determined. Neither is it known whether objectors who accept non-combatant service will be required to bear arms for defensive purposes. Such training is required in the medical and quartermaster corps.

The order seems to make it clear that men who deny the right of the government to force them to any service whatever, whether in the army or on furlough, will either be court-martialed and imprisoned, segregated, or discharged as in some cases already—as "mentally unift for service."

### SCOTT NEARING AND MRS. STOKES ARRESTED

I N its arrest of two nationally promi-nent persons last week, Scott Nearing and Rose Pastor Stokes, the government went "higher up" in its search for alleged obstructionists to its war program than it has gone since indictments were returned last November against Max Eastman and other members of the Masses staff. Mr. Nearing was indicted on two counts, both charging violation of the espionage act, The basis of the counts was the writing and circulation of a pamphlet entitled The Great Madness, In the first count Mr. Nearing is charged with having caused or attempted to cause "insubordination. disloyalty, mutiny and refusal of duty in the military and naval forces of the United States"; in the second with having attempted to obstruct recruiting.

Mr. Nearing was formerly instructor in economics at the University of Pennsylvania, and later dean of the college of arts and sciences in the University of Toledo. Both before and after the entrance of this country into the war he was active in the work of pacifist organizations, notably in that of the People's Council of America.

Mr. Nearing pleaded not guilty to the indictment against him, reserving leave to withdraw this plea in ten days and to demur instead. If convicted, his maximum penalty may be imprisonment for twenty years or a \$10,000 fine, or both. Immediately after the indictment, he said in part:

Daniella Google

 an American citizen, have been indicted for exercising my constitutionally guaranteed rights of free speech and free press.

I have made the record, and I am pre-

In all that I have spoken and written, I have iried carneally to state the truth as I see it. If this is a crime in the United States I am willing to pay the penalty of it, because I know that a jail sentence, imposed on such grounds, will do more to arouse an intelligent spirit of revolt in the American people than a thousand lectures and a library full of books.

The Great Madness is a forty-fourpage pamphlet, published by the Rand School of Social Science, of New York city. Twenty thousand copies are said to have been distributed to all parts of the United States. It reviews the entrance of this country into the war and attempts to establish the thesis that our entrance "was the greatest victory that the American plutocracy has won over the American democracy since the declaration of war with Spain in 1898."

Coupled with the indictment against Mr. Nearing was an indictment charging the American Socialist Society with mailing non-mailable matter in helping to circulate The Great Madness.

Mrs. Stokes was arrested at Willow Springs, Mo., while on a lecture tour. Verified details of the charge against her are not at hand as we go to press.

#### FURTHER HAPPENINGS IN MOONEY CASES

THE Supreme Court of California last week ordered that Israel Weinberg, one of the defendants in the San Francisco bomb case, be released under \$5,000 bail. This is being hailed as a victory by friends of the defense, who are inclined to believe that the court has been influenced by the criticism launched against it since it rendered its technically legal decision denying a new trial to Thomas J. Mooney, without considering any of the facts involved in the Oxman affair. Whether or not this is a correct viewpoint, the Weinberg matter is another revelation of the peculiar conditions that surround this world-famous prosecution.

The grand jury that was convened after the explosion on Preparedness Day, July 22, 1916, indicted each of the five suspects separately for each one of the eight deaths that had then occurred. (The two others who died later as a result of the explosion were still living at the time of the grand jury sessions.) These indictments were distributed among the three judges of the superior court as follows: Three in the court presided over by Judge Dunne; three in that of Judge Griffin, and two in that of Judge Cabaniss. District Attorney Fickert takes the position—and the courts have upheld him—that it is not placing the defendant "tweic in jopanque like in the courts have upheld him—that it is not placing the defendant "tweic in jopanque."

for the same offense" to try him on each of the eight indictments, if that may be necessary to secure conviction. This, despite the fact that the crime committed was a single crime and it is impossible to adduce any evidence to show responsibility for the death of one victim that would not apply with equal force to the death of all of the others. If a defendant is convicted on any one indictment, he cannot have a second trial unless there were obvious errors in the record. That is the situation in which Billings and Mooney find themselves. If, however, the verdict is "not guilty," the district attorney is free to try the matter out again with another jury and to continue to do so until he has exhausted all of the indictments. This is the position in which Mrs. Mooney and Weinberg are placed-both of them have been acquitted, but both of them until now have been held without bail pending a second trial.

The case reached one of its most interesting stages a short time ago when the date came around for the second trial of Weinberg, in Judge Griffin's court, The district attorney appeared and pleaded for an extension of time. He was not ready to go ahead with the trial of a man who has been in jail since July, 1916. Judge Griffin refused to entertain a motion for a postponement and insisted upon an immediate trial of the case, whereupon the district attorney moved for a dismissal of all of the indictments against Weinberg, then pending in Judge Griffin's court. Soon afterwards he made a motion for a similar dismissal of the two indictments outstanding before Judge Cabaniss. This leaves Weinberg with two indictments against him in the court of Judge Dunne, who has been bitterly and outspokenly hostile to the defense, and who has repeatedly and from the bench condemned the attorneys for the defense and attacked the defendants. It was Judge Dunne who, when he heard of the report of the President's mediation commission urging a new trial for Mooney, said that he did not expect anything different from "Bolsheviki Frankfurter"-meaning Prof. Felix Frankfurter of Harvard Law School, counsel to the commission.

In view of this action by the district attorney, the attorneys for the defense appeared before Judge Dunne and asked that Weinberg be admitted to bail. This was refused; whereupon an appeal was taken to the Supreme Court with the result stated above. The case of Mrs. Mooney is scheduled to come up this week for a second trial in Judge Griffin's court. It is expected that the same procedure will be gone through and that ultimately all of the indictments will be dismissed, excepting those pending in Judge Dunne's court. In the meantime, Governor Stephens of

California is being urged to grant a pardon to Mooney. If this is done, he will immediately be rearrested and placed on trial under one of the seven indictments still pending against him.

### NON-RESISTANT PREACHER GUILTY

WITH a group of his fellow-Pentacostals occupying front seats in the court room, the Rev, C. H. Waldron, a non-resistant minister of Windson, Vt., was sentenced to fifteen years in the federal penitentiary at Atlanta last week for violating the espionage act. He was specifically charged with causing disloyalty and opposition to the draft among the young men of his Bible

Mr. Waldron is a literalist in the interpretation of the Bible, He holds the Quaker views about war. At his first trial [see the SURVEY for February 16. 1918] members of his Bible class of draft age attributed remarks to him tending to establish his opposition to conscription and the prosecution of the war. Mr. Waldron's defense was, in part, that exaggerated inferences had been drawn from what he said, and further that he was in reality being tried for his conscientious beliefs-beliefs that were a part of his religion. Public opinion was aroused to a high pitch, most of it assuming Mr. Waldron guilty. The scales were turned when, in the course of the trial, his friends brought into the court room an unmistakable atmosphere of religious humility and honesty of faith. After twenty-four hours' deliberation, the jury, unable to agree. was dismissed without a verdict,

At his second trial, transferred from Brattleboro to Burlington, the prosecution succeeded in excluding the religious issue. In the opinion of Mr. Waldron's friends, however, it remained true that the real source of much of the opposition to him was the differences that had arisen between Baptist state officials (Mr. Waldron was formerly a Baptist) and himself on account of his Pentacostal views. These friends believe that the fundamental issue involved in his case is "whether or not a literal belief in the Bible and the preaching of that belief is a violation of the espion-age act." The case was not tried on that basis, however, and the League for Democratic Control, of Boston, which helped Mr. Waldron prepare his defense, had difficulty in finding lawyers who would rely on what the league regarded as this proper appeal to fundamental principles. The case "was lost," according to H. L. Rotzel, secretary of the Civil Liberties Committee of the league, "in a maze of charges and counter-charges" that concealed the real issue.

The judge's refusal of bail and the extreme sentence are expected to react

in favor of Mr. Waldron, so far as the people of Vermont are concerned. An appeal, it is announced, will be taken.

### CHILD WELFARE STUDIED IN OKLAHOMA

JUST now when agriculture is assumjing such importance in its relation to
national defense it is disheartening to
learn that of all the farms in one of
our large rural states over one-half are
worked by tenants. The renters of this
state "own nothing but what they can
put into a wagon and drive off with."
Much has been written about the poverty of people living in cities, but "little
is known of the poverty in many of these
rural tenant homes. The country has
been pictured as a beautiful place to live,
where all human wants are supplied—
a picture that never reveals the suffering and privation these tenants endure
in order to live the barrenest kind of
life."

These sentences, quoted from a report on child welfare in Oklahoma, published by the National Child Labor Committee, tell only part of the story contained in that report. The report seeks a basis for action in knowledge of the whole gamut of conditions surrounding child life. Up to the present four states have taken action to codify their child laws-Ohio, Minnesota, Missouri and New Hampshire. With the exception of Missouri the method in the four states was practically the same: first, to appoint a commission to study the laws, then, on the recommendations of that commission, to take legislative action. The result has not been all that it should be. In Ohio, there was no preliminary state-wide survey of conditions, and the social workers of the state did not awaken to the importance of the code until it had been submitted to the legislature. Consequently there was controversy among the different groups, resulting in many changes in the code and partial mutilation. A previous general study would have enabled social workers to get together on a program. In Missouri social organizations did attempt a joint effort for cooperation.

The social workers of Oklahoma felt that any effort to codify its laws would be futile unless such action were preceded by a state-wide survey of condi-tions. The advantage of this method is that after a broad view or picture is obtained it is possible to determine whether the picture requires action, and if so, in what direction. The authority of an official commission may then be sought to codify the laws and to bring them up to standards recognized as fitting. It was on this basis that the committee was asked to make a survey of the state for the University of Oklahoma, the investigation being conducted under the direction of Edward N. Clopper, of the committee's staff.



Although they were only "gleaners," following after the requires take force, the Boy Scouts of America secured subscriptions of more than \$23,000,000 to the first liberty lean and of \$100,000,000 to the second. For the third loan campaign, beginning Agril 6, the boys are ready to start a house-to-house canvast, fortified by their experience and by the end of the control of the control of the total property of the control o

Social workers and others who have worked for the protection of children have long appreciated that there should be some coordination of the different standards, functions and activities, not only in the interest of effective administration by state and local authorities. but of the children themselves. For example, in the field of poor relief, the problem of mothers' pensions hinges directly upon that of compulsory school attendance and the restriction of employment of children. But in some states, as in Oklahoma, the measure of relief afforded to mothers under the law is entirely inadequate, granting the observance of the school and child employment laws. Yet this is exactly the sort of thing that results when legislation proceeds along unrelated lines. Bring all the laws affecting children together

under one code, proceed from the point of view of the child's welfare, and you will produce effective instead of haphazard and piecemeal results.

The report covers the fields of public health, recreation, education, child labor, agriculture, juvenile courts and probation, the institutional care of children, together with home finding and poor relief. The closing chapter knits all these together and makes recommendations looking toward the coordination of the various functions and activities, In comparison with other proposed codes, a unique addition here is the setting forth of the questions relating to the parentage and property rights of the child, both the present laws and desirable changes. Perhaps the most striking finding is in the discussion of the land tenure problem. In the August, 1917. Child Labor Bulletin a report was made on the causes of absence from rural schools in Oklahoma; the present report goes into the basic conditions responsible for these causes. It shows that "farmwork," "illness," etc., while the immediate causes of non-attendance, are not the real causes; these are to be found in the economic system to which the tenants and small landowners are obliged to submit.

Discrepancies in the laws themselves are pointed out. For example, the juvenile court, having committed a delinquent child to an institution, may order the release of that child although the superintendent of the institution would not be willing even to grant him parole. The power on the part of the court to retain jurisdiction over the immates thus interferes with the very important parole work done in the institutions. The conflict is a direct result of the lack of standardization.

The report is evidence of the growing interest in the codification of child welfare laws, and the realization that a knowledge of conditions governing the care, education, recreation and work of young children must precede legislative action. In this respect the problems of Oklahoma are of national importange, for they are the problems that every state faces in greater or less degree.

### NEW WOMEN VOTERS MAKE A DENT

ARMED with knitting bags and brief cases, two hundred newly enfranchised women went to Albany on Tuesday, March 19, to seek support from the legislature for higher labor standards for women and girls. This was their first visit to the Capitol since their enfranchisement on November 6, and it took no detective to see the changed attitude of the legislator toward his new constituents. Heretofore legislators have been kindly in their attitude toward women lobbyists—even paternal. But they have not always taken them scriously. Now women are of age, and it was evident on every hand that the legislators know!

Practically every woman's organization in New York was represented, including the Woman's Trade Union League, National and New York City Consumers' League, State Federation of Labor, City and State Federation of Women's Clubs, Women's City Club, Women's Municipal League, Young Women's Christian Association, Council of Jewish Women and the Association of Neighborhood Workers.

Chief of interest were the hearings before the Labor and Industry Committee of the Senate on the Wagner minimum wage bill and the Lockwood eight-hour bill. Every seat in the Senate chamber was taken as trade-unionsits, representatives of social and civic ists, representatives of social and civic organizations and prominent suffragists spoke in behalf of these measures.

The New York City Consumers' League estimates that \$11.70 is the least upon which a woman can live decently and healthfully in New York city, and yet it was brought out before the committee that thousands of girls are trying to live in New York city on as little as \$5, \$6 and \$7 a week.

"Who pays the difference?" was the question. "It is paid for in decreased health and efficiency," replied one spokesman for the workers. "Our charitable societies," said another.

The Wagner minimum wage bill is modeled after the Oregon law, which was upheld as constitutional in April, 1917. It is an act creating a permanent wage commission composed of three members who would, in turn, appoint wage boards for each occupation. The board would consist of representatives



II.-The Reaper



III .- The Gleaners



After Millet, in the Chicago Sunday Herald

of employers, employes and the public. After an intensive study of the coat of living in various localities, it would fix wage rates for women and minors. The principles of wage determination would be such as to guarantee to the worker the minimum earnings sufficient to cover the necessaries of life and to maintain health and efficiency. There was no visible opposition to this measure.

The Lockwood eight-hour bill provides for an eight-hour day for women and minors in practically every industry in New York. It prohibits also the employment of women between 10 p.

M. and 6 A. M.

Opposing the Lockwood bill at the hearing were the Interborough Rapid Transit Company, New York Tele phone Company and the Brooklyn Rapid Transit Company. These companies claimed that if women were prohibited from night work they and similar public utilities would be forced to cease their operations during night hours.

"There are plenty of men available for night work," was the answer of the Woman's Trade Union League, figures of the private and public employment bureaus, showing that the man-power of the state is not nearly exhausted, being quoted. Trade union girls, who have an eight-hour day now through their trade organizations, made a strong plea for a shorter work day for the unorganized girl.

A plea was made for a shorter work day to enable working girls to have more time for recreation and wholesome living. Testimony from other states where the eight-hour day is now in force was read, showing that the shorter work day did not decrease output, but increased output through increased efficiency of the worker.

Both bills are still before the Labor and Industry Committee of the Senate.

### THE SETTLEMENT A SCHOOL OF INTERPRETATION

UNDER the caption, New Tasks for a New Time, H. A. Mess, secretary of Mansfield House University Settlement, in London, in a recent number of the house magazine outlines an unconventional program for settlement activity in war time. "Some of us." he says, "have been thinking hard about the policy which we ought to adopt in view of the great changes which the war is bringing."

He lays down the principle that now as always one of the fundamental purposes of settlement work is to bridge the gulf between the classes. He foresees the danger of an embittered social comfict owhen the international conflict comes to an end. "We want, as our special contribution to the needs of the time, to take in hand quite definitely the training of middle-class people in social knowledge, the interpretation of class

to class and the assuagement of class bitterness. We know that this is no easy matter. It is a big program, and we want to undertake it in a big way,'

Mansfield House has been one of the most effective agencies for doing this very thing for close on twenty-seven years, and the lines which its present residents propose to follow will not be without interest to American social workers, even though conditions here are somewhat different.

Item number one of the program caters to that large group of sympathetic people who cannot spare the time to live for a long while in an industrial district but who are willing to give up a few days if these days can be made profitable. For them, short "social study schools" have been arranged, lasting in each case three or four days. Such a school has been held, for instance, for theological students, and another one for medical students. For next April a school is planned for students of the London School of Economics.

From ten to twenty students on each of these occasions stay in Canning Town for four days, spent in informal talks with local workers of various typesdoctors, school teachers, members of the Boards of Guardians, trade unionists and the like. There are also set lectures on the main economic facts affecting the neighborhood. They are shown around and "get short, vivid impressions of conditions in the district, they feel its ugliness and the hugeness of it. they understand that much of their comfort is purchased at the cost of those who live down here." Ministers, deacons and business men are other classes to be lured to the East End by similar "schools."

Another measure taken is the arrangement of lectures before middle-class audiences by working men and women of the district, "not trade-union leaders or recognized speakers, but just rank and file, typical of many thousands who seldom get an opportunity of ex-pressing themselves," Some of these speakers, usually men and women attached to settlement clubs and societies of one kind or another, have made deep impressions.

Then again, the social workers themselves have started regular informal discussions separately with factory girls, laborers, mechanics, foremen and sometimes with employers ("but employers are shy birds") to get at the causes of the present antagonism between the classes. Some of the information obtained in this way has been embodied in an interesting compilation on some causes of class misunderstanding, entitled The Other War (Allen and Unwin, London, one shilling),

Lastly, it is proposed to spend money more freely on pamphleteering and on an increase of the clerical staff which



would enable the settlement workers to spend more of their time in meeting with outside groups of persons and extending the influence of the settlement if-and it seems to be a pretty big if-a fund for this purpose can be raised in these difficult times.

In spite of great difficulties, says Norman M. Hyde, the head worker of Mansfield House, the normal activities of the settlement must go on as usual, and every effort is made to attract more permanent residents. In addition to much club work and relief activity, this settlement is doing much to bring the beautiful, in music, drama, the fine arts and literature, before those who see too much which is ugly. And the religious motive runs through all the

### Book Reviews

THE NEW SPIRIT OF THE NEW ARMY

By Joseph H. Odell. 121 pages. Flem-ing H. Revell. Price \$.75; by mail of the SURVEY, \$.87.

If any mother, father, wife, sister, friend or best girl of a man in camp wants to find out what the important-that is, moral and spiritual-conditions in our training camps really are, they cannot do better than read Mr. Odell's book. For Mr. Odell not only tells the things one wants to know, but, what is equally important, the things he tells are really so.

Mr. Odell was himself for thirteen years chaplain of the thirteenth Ohio regiment of the National Guard, and he visited his old regiment at Camp Hancock and got next to the officers and men of the camp, from Gen-eral Price down. It is clear also, from the internal evidence of the book itself, that he really found out what was going on-and what was not.

The testimony of the book is very encour-

aging: the men show a splendid spirit, earnest, cheerful, greedy to learn; drunkenness reduced to an unbelievable minimum; the desire for liquor lost with its continued absence; far less vice than among the same class of men at home.

The writer says of Camp Hancock: "I would rather intrust the moral character of my boy to that camp than to any college or university I know. This does not cast any unusually dark shadow upon the educational institutions of the country, but they have never possessed the absolute power to control their environment that is now held by the War Department."

These results, Mr. Odell finds, are largely due to the special care exercised by the government through the Commission on Training Camp Activities, of which Raymond B. Fosdick is chairman. Partly they are brought about by the negative provisions: closing saloons, abolishing red-light districts, stimulating civil authorities to take effective measures against commercialized vice. But largely the commission's positive program is responsible.

Mr. Odell describes the wonderful work done by the Y. M. C. A.—its universal presence at the right time and place with the thing the soldier needs—and that of the Knights of Columbus and the Hebrew Association following in the same direction.

He speaks of the influence of the camp libraries, the theaters, the directors of singing and of athletics, and of the work of the Playground and Recreation Association of America which, under the direction of the commission, has charge of mobilizing the social and recreational resources of the com-

munities outside the camps.

munities outside the camps.

Very gratifying to a playground faoatic is
the demonstration here given, in a national
crisis and on a national seek. I also the
crisis and on a national seek, a property of the
theater, games, athletics, social centers,
verything that we have been preaching durting the last fifteen years. The whole gamut
of play activities is used, from inspirational
singing down to the most rollicking and informal games.

Beyond the definite military exercises, such as calishenies, boxing, and bayonet practice (the bayonet, Mr. Odell says, has been the greatest teacher of the psychology of ward), the general control of the psychology of ward), the general control of the psychology of the psychology

Best of all is the recognition of the paramount place of the team spirit. The author cites the testimony of a regular army officer that after thirty days the thetrogeneous elements thrown at him by the draft—exemplifying every variety this assonishing country of ours can produce, from the millionaire to the man in the produce of the produce of the testimon of the produce of the produce of the reprint de carety, corporate soul, the expressive French phrase for being a team

And back of all this, Mr. Odell has seen that it is the team spirit of America that is going to win this war, so far as we considered that the seed of the seed of

even from the purely military point or view this social work for our enlisted men has proved itself one of America's great contributions to the war—as important perhaps as the airplane, the machine gun or the submarine.

JOSEPH LEE.

A New Basis FOR SOCIAL PROGRESS By Wm. C. White and Louis J. Heath. Houghton, Mifflin Co. 229 pp. Price \$1.25; by mail of the SURVEY \$1.35.

In 1915, the trustees of the University of Pittsburgh instituted a survey for the purpose of discovering more effective methods of handling the local educational problem. As the handling the local educational problem, As the handling the local educational problem, As the handling the host ways the overanization of neighborhood units as the basis of democratic administration. They hold that such natural communities are disinguished by their precession of the handling that the handling the handling that the handl

The writers do not contend that education should be vocational in the narrow sense for limited training for special trades, but they believe that personal development must believe that personal development of the present development of the present of the presen

mass of students.

Those lines of study which are important should be organized into department extending from the lowest gradetto postgraduate divisions, and pupils should be graduated divisions, and pupils should be so far as their mental account will permit of a study of the curriculum permits and a study of the curriculum permits and interest and the curriculum and the study of the curriculum for the study of the curriculum permits and interesting and permits and the study of the curriculum permits and interesting and the study of the

In order to correlate this diverging system, it is suggested that a regional university include in its councils representatives of the resential lines taught throughout. Moreover, a municipal foundation for the study of local conditions and for the readjustment of the whools to meet the changing needs, would against wasseful duplication, and guard against wasseful duplication.

As trustees for this board, not only cultured clergymen and wealthy business men should be included, but representatives of the various important local interess should find a place. This same principle of democratic representation is advocated throughout the school system, in order that it may not be exploited by theorists, shop managers or politicians.

A supplement briefly indicates the industrial character and educational needs of Greater Pittsburgh. The local situation is made the basis for a plea that the university adopt the principles advocated to bring order.

and economy into the system there. The reader would obtain more valuable suggestions from the book if this local study had been presented in greater detail and hap receded the general statements as practical illustration of the method of community analysis. Howard B. Woulston.

THE PLAN OF MINNEAPOLIS

By Edward H. Bennett, edited and written by Andrew Wright Crawford. 227 pp. The Civic Commission of Minneapolis. Price \$10; by mail of the Survey, \$10.50.

A significant psychological phenomenon of our time is the inability of the average imagination to picture conditions such as they will be in times removed from ours by distances the property of the property of the property of the property of conditions as they have existed in times removed from ours by centuries. This is all the more curious since the material available for historical retrospection is exceedingly sketchy compared with that surrounding us on all sides for prospection.

Take, for compositions and of our carriers of the composition of the carriers of many of them in adjusting their physical development to the actual needs of the people, it is yet obvious that only very few attempt in their present plans to provide for the needs which must be expected to arise, say, thirty vers hence. And thirty years, in the life of a city, is an exceedingly small time unit.

The Civic Commission of Minneapolis had an unusually broad conception of the task of planning. In the foreword to the present report it warms the reader that to appreciate it he must "project his imagination into that future of fifty or more years hence and become a cliven of that day with an appreciate control of the c

It is a part of intelligent anticipation to evaluate not only general tendencies, but more particularly those that arise out of the city's individual character. This also technique the commission has had in mind; and it has charged the expert which it employed to preserve and increase rather than obliterate in the new plan the distinctive lines given to the old by the topography and by the origin of the settlement some sixty years ago.

And yet, the task as seen by the commission may have been a mistaken one—for the simple reason that, while conceiving the economic forces as dynamic, it remained recommit forces as dynamic, it remained and relationships. Thus they assume as a matter of course that the further growth of Minneapolis and its rivalry with other cities to commercial and industrial importance and in population not only is but will remain an and relationships. The state of the commercial and the commercial model of the commercial and and of the commercial commercial and the commercial and the commercial products the commercial and the comtained the commercial and the com

Mr. Crawford admits that something is to be said for limiting the size of cities; but it has not, apparently, occurred to him or to his clients that an answer to the question of declients that an answer to the question of dependent of the control of the control of the to scientific planning. Throughout the report, the concentration of populations in monstrous "metropolitan" areas is looked upon as something inevitable, whether it be

desired or not.

Taking the commission's instructions as given, no complete appreciation for all the finer points of Mr. Bennett's work is necessary to recognize that in its main features has plan will answer for at feat one gendral to the state of the sta

Alongether too little attention is given in the report to the main problems of reidential planning, though it contains much intereating information on such matters as suburban transportation and play space. The rapidly increasing demand of industrial workers for garden space near their homes (of larger size than the average back yard, yet not miles away in a big city park) does not seem to be sufficiently provided for.

The outstanding features of the plan are the completion of a diagonal street system, already existing in embryo, and the creasion of one of the intersections of a commanding civic center, related by broad avenues to subaidary centers of public activity, one of them the civis acropolis of art and learning, and the complete of the com

Mr. Crawford's text, full of admirable maxims and of appropriate information from the corners of the earth, beautifully illustrated. Iffix his volume out of the general run of city planning reports. One need only add that in the excellence of its reproductions and general appearance, it is as attractive as the famous Chicago report.

BRUNO LASKER.

THE PLAY MOVEMENT AND ITS SIGNIFICANCE By Henry S. Curtis. Macmillan Co. 345 pp. Price \$1.50; by mail of the Survey, \$1.62.

To learn what the playground and recreation movement has already achieved and what are some of its principal avenues for further advance, you should read The Jaw Movement and Its Significance, by Henry S. Curtis, who is one of the leading men of vision in recreational lines and the author, now, of five of the principal books on play,

The latest volume shows wisdom, insight, resourcefulness, a wide and patient study of American and European recreation, and a

genuine passion for making the life of all the people stronger and more beautiful. It is eminently a practical book from which people interested in schools, parks, municipal activities and social service will gain many

activities and social service will gain many helpful suggestions. One of Mr. Curtis's principal suggestions is that play for children of school age should be adequately developed by the public schools. His analysis of park and municipal playgrounds for these children leads him to conclude that they are necessarily inadequate. The splendid pioneer achievements as well as the limitations of municipal playgrounds are analyzed in the interesting chapter describing the South Park playgrounds of Chicago and the municipal systems of Philadelphia, Los Angeles and Oakland. This chapter includes a helpful discussion of field houses, social settlement features, the race problem and the need for play leaders.

Through a very appreciative study of The Camp-Fire Girls and The Boy Scouts, Mr. Curtis emphasizes his feeling that the natural instincts of child life and the present conditions of society should he so interpreted in our recreational activities that they will really fit people for the life of the day and enable them to live it in health, happiness

and social good-will.

This theme is resourcefully applied to feebleminded children and youths, to insane people and juvenile delinquents in hospitals, reformatories and other institutions. Curtis has been one of the first social engineers to urge the evident importance of giv-ing these shut-ins such appropriate activities as the recreation movement, better than any

other, can provide.

How to make a recreation survey; how equipment should be selected, purchased or constructed; convincing arguments as to the economy of playground developments and the increasing of property values which they ef-fect; helpful discussions of commercial recreation and of the activities which the public should take over in these lines; emphasis upon the use of play and recreation in farming communities and homes; these and other timely subjects, all vital to the and other timely sunjects, an vital to the development of efficient Americans, are dis-cussed in this practical, inspiring hook. Charles Frederick Weller.

THE PRISONER OF WAR IN GERMANY

By Daniel J. McCarthy. Moffat, Yard & Co. 344 pp. Price \$2; hy mail of the SURVEY \$2.15.

At the beginning of the war several of the warring countries requested the United States to care for their citizens in hostile The efficient work of the United States embassies in London, Petrograd, Berlin and other European capitals in inspecting prison camps has been known to but a limited number of Americans because of the diplomatic problems involved. The State Department has therefore done a service to the country in permitting the publication of Dr. McCarthy's book.

He describes actual conditions among the million six hundred thousand military prisoners and forty-five thousand interned civilians in Germany. The author confines himself to a great extent to the reports made by inctors or to camps which he has seen himself. The reader feels that he is being given the facts and that they have not been influ-

enced by personal bias.

Parts of the hook are not pleasant reading, especially at a time when the cables tell us that our own countrymen are heginning to appear among this great throng of unhappy occupants of German prison camps. Dr. McCarthy hrings out the fact that there is no typical German prison camp, but that each camp becomes what the commander of the camp desires.

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A sympathetic German officer, such as the one at Friedsrichsfield, handicapped though he may be with poor equipment, may succeed in developing intense interest in the welfare of the prisoners on the part of everyone con-nected with the camp. On the other hand, at Minden and Wittenberg overcrowding, brutal treatment on the part of the guards, lack of wholesome food, and the herding together of prisoners with no regard to racial prejudices, adds to the depression and discouragement which has overcome men accustomed to look forward to death but not to capture. Dr. McCarthy devotes some space to the horrors of the typhus camps of 1914-15, hor-

rors which have been given publicity in this country. One finds it impossible to picture

men trained as doctors deserting thousands

of fellow human beings and leaving them in indescribable filth without medicine, overcrowded, the sick carried out on the dining tables for which no method of disinfection was provided before using them again for

Inspectors of prison camps, the author feels, should he trained physicians with a working knowledge of large social service problems, hygiene and hospital or camp inspection, with some knowledge of military form and procedure and with sufficient assurance and tact to stand firmly for their rights in the inspection and correction of evils wherever they exist—an ideal our government must try to attain if a similar problem should arise in the future.

WALTER U. PETTIT.

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IN ECONOMIC CAUSES OF WAR

By Achille Loria. 188 pp. Chas. H. Kerr & Co. Price \$1; by mail of the Survey \$1,10.

The author deals with the causes of war im both an economic and legal standpoint. traces the rise of international law from early beginnings and shows that trade st arose, not between individuals, but beeen tribes, and necessitated rules regarding rights of foreigners. Another set of ed to break down international comity and

oduce war. What the author calls the "decline of the enue" and the "decline of profits" leads an effort to shut out foreign competition d to recoup the declining "revenue" at the sense of foreigners. The author asserts the iners from protection and from war are : capitalist class, although he elsewhere states that the big financiers are interested in keeping the peace.

The book contends that all wars are purely results of economic causes and that the Spanish war was merely the result of a decline in the profits of the American sugar manufacturers. He emphasizes the point that the common people gain nothing by war and believes that if all nations had a republican form of government, controlled by the labor-

ing classes, war would cease. This book was written before the outbreak of the present war, and the author thinks that the Hague convention and similar agreements, together with the increased expense

and destructiveness of war, will result in diminishing and ultimately abolishing it. In Chapter II he says that the "revenue is a concominant of the forced association of labor and develops in its progress a series of checks to the expansion of the productive forces." Here one expects to encounter a treatment of the law of diminishing ceturns, but the author nowhere succeeds in develop-

ing the idea clearly.

The author is doubtlessly right in saying that "at no period of history have states hesitated to tear up any international treaty that hampered their movements." Still, in the last chapter he puts great faith in the

It is not clear by what process democracy is to prevent the operation of the economic checks which the author says lead to lower productivity of labor. It is not certain that so-called working-men's associations are opposed to war. Karl Marx inveighed against wars between nations, but he was a most

vigorous preacher of the class war. Altogether, the book, though not entirely convincing, is very suggestive. It is really

stronger on the legal side than on the ROCER W BARRON

THE AMERICAN YEAR BOOK

economic

Edited by Francis G. Wickware. D. Appleton & Co. 822 pp. Price \$3; by mail of the SURVEY \$3.25.

Practically every field of human endeavor is explored by this volume. It is a complete digest of national activities. Considerable Considerable space is given to the war; and foreign affairs and international relations are treated comprehensively. The many activities which have grown out of the war, from the Red Cross organization to the wage disputes, are described.

The editor has managed on the whole to keep clear of cranks, and, although there are many propagandists among the con-tributors, the limitations of a year book have fairly well kept them down to the solid earth

ENGLISH FOLK SONGS FROM THE SOUTHERN APPALACHTANS

Collected by Olive Dame Campbell and Cecil J. Sharp. 341 pp. G. P. Putnam's Price \$3.50; by mail of the SURVEY

Somebody once asked William Sharp (Fiona Macleod), "How many poets are there now living in the British Isles?" The answer came swift and sure, "Between three and four thousand." The questioner gasped in amazement, "Three or four thousand people upon whom the divine afflatus has even once descended?" "Yes," replied the Celtic poet with a smile, "for that is the population of the Hebrides, where every islander is a poet."

That is the kind of unexpected answer the collectors of this book of folk songs would give us if we were to ask them to name the musical center of America. Disregarding the great millionaire cities,—New York with all its music schools and concerts, Boston with its academies and orchestra, Chicago with its opera-Mrs. Campbell and Mr. Sharp are clearly convinced that the musical capital of the United States is somewhere in the southern Appalachians, and they offer this book of over one hundred songs and ballads collected from the folk of that region as abundant evidence that they are right.

In his introductory pages Mr. Sharp tella land and its unknown people. There are, he says, between three and four million of these mountain folk scattered through a territory as large as France and possessing few roads-most of them little better than mounhardly touched these people. Time has for-gotten them. Very few can read or write but they are good talkers speaking an old-fashioned English without an American accent, and possessing, as Mr. Sharp well says, "that elemental wisdom, abundant knowledge and insuitive understanding which only those who live in constant touch with watere and face to face with reality seem to be able to acquire."

Economically these mountaineers are independent, each family extracting from its holding just what is needed to support life and no more. They have very little money, barter being the customary form of exchange. "They are immune," says Mr. Sharp, "from that continuous grinding mental pressure due to the attempt to 'make a living' from which nearly all of us in the modern world suffer. Here no one is 'on the make.' Commercial competition and social rivalries are unknown," And all this exists in the fourth year of the great war, and within a hundred miles of the White House in Washington!

As to the beauty and interest of the songs and ballads here published for the first time there can be no two opinions. To quote Mr. Sharp again, and no one speaks with greater authority on this subject than he: "It is my sober belief that if a young composer were to master the contents of this book, study and assimilate each tune with its variants, he would acquire just the education that he needs, and one far better suited to his re-quirements than he would obtain from the

ordinary conservatoire or college of music. That Mr. Sharp, who has done so much for the preservation of the fulk songs and folk dances of England, should now be carrying on his life's work in this country, is a face of first importance which future generations living in a kinder age than this will not fail to appreciate at its true value. The time will come, if there's a God in heaven, when our children will turn from the shameful history of these times to read with gratitude and delight of the saving of these beautiful songs—these faint, aweet echoes of old, for-gotten, far-off things. And in those happier days our children will hear around them—. in the streets and parks and fields, as well as in the concert halls and in their homesthe rich, new harmonies that will flow from these Appalachian wells of music undefiled. WALTER G. FULLER.

PRINCIPLES GOVERNING THE RETIREMENT OF PUBLIC EMPLOYEES

By Lewis Meriant. Published for the Institute for Government Research, 461 pp. Price \$2.75; by mail of the SURVEY, \$2.87. Most of us are familiar with the occasional American revolution which places in charge of a great social, public agency that rare citizen-a liberal who is an administra-His appointment means, so we think, a

progressive administrative program. A few months pass-let us assume, in the Department of Prisons-under the new dispensation, with little achieved beyond the reeducation of the American public, due largely to inefficient personnel, not only in the lower subordinate places, but particularly in the higher administrative offices. the spoils system has flourished or an inef-fective civil service law makes it easy for persons to enter the service through privilege, i. e., the back door to the house of the government, the personnel invariably repre-sents mediocrity, if not corruption, due to several causes, but especially to the immediate evil of superannuation.

Incapacitated prison guards hobble through their duties, "the old-time principal keeper furnishes the course of action and code of conduct in the treatment of the problems of this particular penitentiary.

In the absence of a scientific retirement system our "liberal" demonstrates that he is not free to act. He loses his detached "Ile-Man" attitude and maintains the personnel of the prison unchanged.

That is why every person interested in social service work or the competent exercise of such functions by governmental agencies should be grateful to the Institute of Government Research and Lewis Meriam for the present volume.

### APPROACHES

# TO THE GREAT SETTLEMENT

By EMILY GREENE BALCH

WITH AN IMPORTANT INTRODUCTION BY

NORMAN ANGELL

AND A BIBLIOGRAPHY OF BOOKS AND DOCUMENTS BEARING ON THE PROBLEMS INVOLVED IN APPROACHING A SETTLEMENT OF THE WAR



"For the first time the average American has an opportunity to read a complete statement about many peace activities that have been hitherto beclouded by bitter controversy. . . . It is a rich feast. . . . Indispensable not only to every student of international affairs, but to every citizen interested in securing a final settlement that will make for an enduring peace."

PROF. S. S. DUGGAN, in last week's Survey.

At all bookstores or of the publisher, \$1.50 net

PUBLISHED FOR THE AMERICAN UNION AGAINST MILITARISM BY

B. W. HUEBSCH, 225 Fifth avenue, NEW YORK

# 1918 LEGISLATIVE PROGRAM

### Consumers' Leagues of New York State 105 EAST 22nd STREET, NEW YORK CITY

# BILLS AFFECTING THE LABOR OF WOMEN AND GIRLS

I.-TO BE APPROVED

-Wagner Bill-Senate Introductory No. 93
Block Bill-Assembly Introductory No. 777
MINIMUM WAGE BILL

Block Bill—Assembly Introductory No. 777 (MINIOUN WAVE. BILL.

Creates a state minious wage commission to constraint of inter emergency appointed by the governor.

Commission ex a first, but without a rote. The commission may ref its now motive or upon pertition receipter wages of women and minor in any occupation. If after investigation, it believes the wages to be below a living wage, it may establish a wage loard to count of an equal monther of respectant to be down a living wage, it may establish a wage loard to count of an equal monther of respectant to be form a living wage, it may establish a wage loard to count of an equal monther of respectant to be represent the poblic. The wage ploned is to recommend a minimum living wage. After hearing thereon the commission shall determine the living wage for such.

Help water a divine going a living just for the thousands of sudeepoid girls in this state.

Micoll Bill—Senate Introductory No. 310
Meyer Bill—Assambly Introductory No. 910
TRANSPORTATION BILL

This bill prohibits the employment of women under 21 years of age on street, surface, electric, subway or elevated raiways; for women over 21 years of age, the bill limits employment to a 10 hour day, a six day week, and prohibits their working between 10 p. m. and 7 a. m. -Bewley Bill-Assembly Introductory No. 717-ELEVATOR SERVICE BILL

This bill was harodured at the suggestion of the State Infoarial Commission. It probibles women under 21 years of age from pretaing an elevator in a business office, restaurant, hotel, apartment house, theatre, or other place of assumement for women over 21 years of age, the bill limits employed to the commission of the probability of

D.—Nicoti Bill.—Senate Introductory No. 783
Meyer Bill.—Assembly Introductory No. 911
MESSENGER SERVICE BILL

Move full—Assembly introductory Na. 111)
This hill prohibits the employment of women employed as messengers under 21 years of age; for women over 21 years of age, it limits employment to 6 days a week, 9 boars a day, and prohibits their working between (10, m. and 3 m. a. m.
Women are being employed in large unibers in transportation service, in the operation of elevators, and as measurement—These whatevire wast be made safe and healthful.

II.-TO BE OPPOSED

A.—Brown Bill.—Seante Introductory No. 118.—70 DEP, OFFUNDED/
A.—Brown Bill.—Seante Introductory No. 118.—70 RELAX LABOR LAW
This bill gives the Industrial Commission power to suspend at its discretion any or all provisions
of the labor law relating to men, somen and children. The bill is identical with the bill which passed
the legislature last year, but was vetord by Governor Wilson.

It left to maintain industrial industri

### ACT IMMEDIATELY

Write to your Senator and Assemblyman regarding these bills. Ask your club and friends to write. If you do not know the names of your representatives, call up your Consumers' League. \_\_\_\_

As the result of an exhaustive study of the literature of the subject, the author points out the danger to the government, to the employe and to the public, of retirement systems not based upon investigation of social and actuarial problems of paramount importance. The book does more than this. It discusses and summarizes the important arguments for and against alternative lines of legislative action. Mr. Meriam is a fair and judicial reporter of the facts in the laboratory of pension experience with the additional quality that his pen gives life to an important but technical subject. One gets the impression that actuarial

science has been accepted as an exact science, and that there is no longer excuse for the government to vote pensions which provide pay given to a state hireling for treason to its country." The principles underlying the existing pension systems are delightfully described as "a perfect illustration of the legis-

### COST OF LIVING AND THE WAR

By W. Jett Lauck

This volume of 200 pages is a summariza-tion and analysis of official and authorita-tive data bearing upon the cost of living with special reference to the families of wage-carners. Price \$1.50 postpaid.

#### WAGES AND THE WAR By H. S. Hanna and W. Jett Lauck

The object of this volume of 350 pages has been to show the general trend in rates of compensation to the close of 1917. The wage data presented are usually in the form of hourly, daily, or piece-rates of pay, and sufficiently comprehensive to be reprecomprehensive to be repre sentative of wage-conditions and wage-changes among American wage-earners.

The second edition of both of these volumes is now in press. Orders may be sent to

The Bureau of Applied Economics 710 Southern Building Washington, D. C.

SECOND PAN-AMERICAN CONGRESS

### Child Welfare MONTEVIDEO, URUGUAY

December, 1918

Societies, libraries, churches, workers and all interested in child welfare are urged to become members of this Congress and thereby strengthen our relations with Latin America. Julia C. Lathrop, Chairman America. Julia C. Lathrop, Chairman United States Committee. Send member-ship fee of five dollars to Edward N. Clop-per, Secretary, 105 East 22od St., New York City. This includes Proceedings.

Courses including practical work in Family and Child Welfare, Community Organization, Play, Health, Penology, Industry

# CUMMER SCHOOL

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July 8-August 16

THE NEW YORK SCHOOL OF PHILANTHROPY 105 E. 22 St. Bulletin ready April 1

lative sins of the father visited upon the children unto the third and fourth genera-

In conclusion, the author declares in favor of the application of a retirement principle which will provide a system financially sound, will meet the needs of the service, and he just to the employes and to the public. Mr. Meriam believes, with considerable evidence to support his belief, that a scientific pension fund must be operated on a true actuarial reserve basis in preference to a cash disbursement plan.

Even those who disagree with his opinion on the form of contributions to the fund cannot but admire his candor when he states:

"Wish some misgivings and many reserva-tions, the writer is inclined to conclude that the partially contributory system is to be preferred to the wholly contributory."

As a text book on the subject this work will be of real value to members of constitutional conventions, state and city legislative bodies and that increasingly larger group of students who will find a full history and record of the development of the retirement problem. GEORGE T. KEYES.

THE FIGHT FOR THE REPUBLIC IN CHINA

By B. L. Putnam Weale. Dodd, Mead & Co. 485 pp. Price \$3.50; by mail of the SURVEY \$3.75.

This work is of a very different character from the other books that have made Putnam Weale so much respected as an authority on far eastern affairs. They professed merely to give the writer's own impressions, and they were marked by a refreshing freedom of utterance; this work is described as semi-official and is of the nature of special pleading, seeking to prove that, though Yuan Shih-kai was a scoundrel, the republic of China since his death has been a very marked success with brilliant prospects for the future. Likewise that Japan has been and still is pursuing a course of action not wholly dissimilar from that which has earned for Germany the emphatic reprobation of mankind. At the same time Mr. Weale is by no means intemperate in his criticisms of his own country's far eastern ally.

Mr. Weale's former works profess merely to assist in helping us to understand the problems of eastern Asia—and to that end they make a splendid contribution—but in is very first sentence we learn that "This volume tells everything that the student or the casual reader needs to know about the Chinese question," In spite of this rather unfortunate claim it is certain that the present work has a very special value; it is interestingly written; it presents us with many documents of real importance, several

of them never printed before. The book must have a permanent place on shelves devoted to the Far East.

The case against Japan which the work sets forth is based chiefly on certain mysterious documents alleged to contain the pro-gram of the Black Dragon Society of Japan, which some kind friend who preferred to remain anonymous mailed to the author. any conclusions based upon them can hardly any conclusions based upon them can harraly claim infallibility, though the papers in question do bear certain internal marks of genuineness, particularly in the light of the now famous Twenty-one Demands.

As to the Chinese republic and its bility, it cannot be pretended that Mr. Weale is particularly convincing. The chief facts that stand out on a perusal of his careful and, it must be added, very candid description of present-day conditions are: (1) That the republic has not up to the present changed anything very much except names, so far as the actual administration of the country is concerned; (2) That the corruption and inefficiency of the empire have not been eliminated or seriously reduced, but rather made worse than before; (3) That whereas the ancient constitution vested all authority in civil rulers, the republic has given all real power to soldiers.

The attacks on Dr. Goodnow, who before being called to the presidency of the Johns Hopkins University was legal adviser to the republic of China, are particularly unfortunate. Of course it does not very much matter what the government of China is called. The really important thing is that in setting her house in order to meet the conditions of this hour she should take every pos-sible advantage of that magnificent old theory of the state that lasted for four or five millenniums, that gave culture and peace and ordered rule to every land from burning Siam to the frozen Amnr, from the bare rocks of far Central Asia to the beautiful islands of Japan.

IAN C. HANNAH.

### **JOTTINGS**

The price of THE APPROACHES TO GREAT SETTLEMENT, by Emily Greene Balch, which was incorrectly given in the SURVEY last week, is \$1.50; by mail of the SURVEY \$1.62,

J. W. MAGRUDER has resigned as secre-tary of the Baltimore Federated Charities to join the central staff, in New York city, of the war camp community service of the Playground and Recreation Association of America

ST. PAUL'S Central Council of Welfare Agencies has organized, with O. M. Sullivan, chief statistician of the Minnesota State De-partment of Labor and Industries, 3s executive secretary.

ACCEPTANCE of free sample textbooks by teachers and officials from publishers is to be punished with removal from office under a recent enactment of the California legislature.

THE American Red Cross and the Extension Division of Indiana University will hold in Indianapolis, beginning April 2, the second of a series of institutes of home service. first institute resulted in the certification of

(Continued on page 722)

### CHICAGO SCHOOL OF CIVICS AND PHILANTHROPY

1918 SUMMER SESSION, JUNE 19-JULY 26

General Course for Social Workers

Five Credit Courses: (1) Principles of Case Work; (2) Problems of Social Work in War Time; (3) The Law and the Courts in relation to Social Work; (4) The Organization and Conduct of a Statistical Inquiry; (5) Modern Radicalism.

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# French and Belgian Protestant Organizations

# Unite in Appeal to Christian America

N all the devastated regions of France there are Protestant Communities. Their sufferings are great. Their churches are destroyed. Their pastors are in the army or held as hostages. They have undergone bombardment and pillage and lived in caves of the earth. Their houses are destroyed, their gardens ravaged and their trees cut down.

At the breaking out of the war, there were over a thousand places of worship. Some of the losses sustained are shown in such figures as the following: Ministers and divinity students killed to Sept. 1, 1917, 58; ministers' sons killed, 102; damage to church buildings, one million dollars.

There is another entente than that of military forces. We are bound to France and Belgium by spiritual tics. Their sacrifices have been in our behalf, and are our beritage. Should not their sufferings become the burdens of our hearts?

The Huguenot churches have been in a large measure the soul of France, Christianity throughout the world owes them a debt which it can never repay, and which has been accumulating interest for centuries. But French Protestantism has a present and a future as well as a noble past. It weighs more than it counts. A message from over there tells us

that the work undertaken for sustaining these churches, building temporary places of worship, taking care of missionaries and deaconesses. looking after thousands of Protestant refugees, housing and feeding them, calls at once for \$2,000,000. This amount should be followed by another two million, in order that they may proceed effectively with their ultimate work of rehabilitation and reconstruction.

If our churches and Christian people want to do something effective, looking toward the reconstruction of Europe, they need not wait. They can do it now by maintaining these spiritual forces in France and in her dependent sister, Belgium, during this time of their awful

Protestant Union in France and Belgium Cooperates with United American Religious Agencies working in France through United Committee on Christian Service for Relief in France and Belgium constituted by

The Federal Council of the Churches of Christ in America

Represented on the United Committee are the following French and Belgian organizations:

Federation Protestante de France. Comite Protestant Francais. Comite Protestant d'Entr' Aide. Union Nationale des Eglises Reformees Evan

Espese.
Union Nationale des Eglises Reformees.
Eglise Evangelique Lutherieume de France.
Union des Eglises Evangeliques Libres.
Eglise Evangelique Methodiste
Union des Eglises Baptistes.
Mission Francaise Eglise Methodiste Episco-

Societe Centrale Evangelique. Eglise Chretienne Missionnaire Belge. Mission Populairo Evangelique (McAII).

Such cooperation assures efficiency and offers unique opportunity to the people of America for the relief of suffering humanity, for giving increased power to spiritual factors in the reconstruction of France and Belgium, and for influencing the future of Protestantism.

Cooperating with the Committee are the following American organizations working in France:

American McAll Association, American Huguenot Committee, American Baptist Foreign Mission Society, Methodist Episcopal Board of Foreign Mis-

The purpose of the Committee is: To conserve and develop the Evangelical Churches and Missions in France and Belgium.

2. To further the interchange of thought and life between the religious forces of these three

To render moral and financial support to the Evangelical Institutions and to the people of France and Belgium.

What can you do to help this work? Please send your check at once to Alfred R. Kimball, Treasurer, Room 605, 105 East Twenty-second Street, New York City.

### UNITED COMMITTEE ON CHRISTIAN SERVICE FOR RELIEF IN FRANCE AND BELGIUM

CHARLES S. MACFARLAND,

EDDISON MOSIMAN.

Corresponding Secretary. 105 East Twenty-second Street, New York City

A pamphlet with further interesting information will be sent upon request

(Cantimued from page 720) tifteen workers, most of whom are now organizing home service in their own com-

DIVISION eyes the civilian relief work in France done by Anne Morgan under the American Fund for French Wounded has led to a split in the organization. The work done for French soldiers will be continued under the old name. A new organization, the American Committee on Devastated France, into which Colonel Roosevelt and other prominent members have followed Miss Morgan, will work among civilian families in the army some.

GO TO BED an hour earlier on March 30 or you will miss an hour's sleep. Congress has passed the House version of the daylightsaving bill under which the clock will be put forward by one hour at 2 A. M. on the last Sunday of March and stay so until the last Sunday in October. All time-tables and appointments stand as they are written; only the clocks are moved.

BEST sellers must look to their laurels. This Side the Trenches, a booklet on the Home Service of the Red Cross, starts off with 800,000 copies on its first edition and is already reprinting. It is given away, to be sure, but each copy will go to an interested person-a member of one of the innumerable young people's societies of the Protestant churches, which are using it in their study classes. The author is Karl de Schweinitz, who has here made the motive and a bit of the technique of family case-worker understandable to beginners; and is printed in the very best-style of Douglas McMurtrie, whose typographical miniatures, such as this, are of the sort to invite the most indifferent render

THE New York State Association of Magistrates, at its recent annual meeting, adopted resolutions urging the following: Passage by the legislature of an amendment to the constitution providing for full equity juris-diction in children's courts and courts of domestic relations; an amendment allowing persons who plead guilty to waive indict-ment and have an immediate trial in the higher court; legislation allowing inferior criminal courts to commit persons alleged to be feebleminded to institutions where they can be observed, and granting the institutions power to apply to the higher courts for final commitment; a state-wide system of examining clinics for the feebleminded; adequate appropriations for enlarging institutions for juvenile delinquents and the techleminded, both male and female.

RURAL child and city child are about equally well off in the matter of health, according to the February Child Labor Bulletin, published by the National Child Labor Committee. In an article on The Draft as a Test of the Nation's Physical Stamina, Edward N. Clopper shows that the per cent of men rejected for physical reasons was exactly the same (26.6) for rural and urban districts. Recent studies of rural school-children have tended to prove that the coun-try child is not as healthy and robust as the city child, due largely to the fact that more measures have been taken by the cities for the preservation of children's health. The draft figures indicate, says Mr. Clopper, that the country boy is still holding his own but that he has no margin and that unless the rural districts follow the example of the cities in taking care of their children the cities will soon out-distance them.

THE death of Celia Parker Woolley re-THE death of Celia Parker Woolley re-moves a distinctive figure from Chicago's elder generation of social workers. After years of service as Julitarian smisster and as a writer, Mrs. Woolley late in life un-dertook the formidable task of establishing the Frederick Douglass Center at the heart of Chicago's "black belt" of population, of Chicago's "black belt" of population, traidence and presonally conduct his ter-teridence and presonally conduct and the termone, work with the concession of the tlement work, with the cooperation of the more progressive Negro people of the city. Almost single-handed and alone, however, Woolley assumed the responsibilities for the support and supervision of desperately needed ministries. She won the hom-It is widely hoped that her life work will be carried on by others, perhaps by the Chicago League on Urban Conditions Among Negroes, which has offices at the Frederick Douglass Center,

CHICAGO has been solicitous to secure a worthy successor to Joel DuBois Hunter as chief probation officer of her Juvenile Court. Prior to his coming, the attempt to make the appointment a partisan perquisite was foiled. Although the state Supreme Court had decided that it was under the jurisdiction of the judges of the Circuit Court and not within the classified list of the civil service law, the circuit bench immediately estabown. Its first result was the appointment of gible list from which his successor was to be appointed attracted the applications of several capable persons. At the head of the list was Wilfred S. Reynolds, superintendent of the Illinois Children's Home and Aid Society. He declined the appointment because the conditions of his acceptance, which were supported by Juvenile Court Judge Arnold, were not met by the Board of County Commissioners. Joseph L. Moss, the associate and assistant of Mr. Hunter, stood second on the list and has accepted the promotion. His successful administration of the details of that office for five years and his good relationships with the staff and the probation officers give him a thorough ex-perience for his higher function. He is a graduate of Northwestern University and of the Chicago School of Civics and Phil-anthropy, and has had long and close con-nection with the neighborhood work of the Gads Hill social settlement. It is hoped that the issue between the Juvenile Court and the county commissioners raised by Mr. Reynolds' declination will eventually lead to the increased appropriations and the better adjustment demanded by the extraordinary exactions and increasing volume of the court's work.

# The Great New American Industry

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men, and alert business men. as well, must keep in touch with ship building, and shipping news, and the progress of marine architecture, navigation questions, port development, and the improvement of inland waterways.

44 me per

# The Nautical Gazette

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SPECIAL OFFER! Send a dollar bill with coupon, and we shall send The Nautical Cazette for six months. Regular subscription, \$3.00 a year: 10 cents a copy.

#### Classified Advertisements

Advertising rates are: Hutels and Resorts, partments, Tours and Travels, Real Estate, venty cents per line. Apartments.

"Want" advertisements under the various headings "Situations Wanted," "Help Wanted," etc., five cents each word or initial, including the address, for each insertion. Address Advertising Department, The Survey, 112 East 19 St., New York City.

### WORKERS WANTED

BOY for office work. 16 years, \$7. Address 2744 Survey.

WANTED-Experienced Jewish Worker as Executive for work with delinquent girls in large city. Adequate salary. Address 2745 SURVEY.

GENERAL Hospital in Massachusetts wishes Trained Worker for Social Service Department, To be considered, applicant must also be a graduate nurse. Apply F. M. V., care Survey.

WANTED-An intelligent Jewish young woman with college or high school education to supervise girls in an orphanage. Salary \$40 per month and maintenance. Home for Jewish Children, Canterbury Street, Boston, Mass.

WANTED-Matron for a Jewish Con-valescent Home and Jewish Foster Home. Apply 731 West Sixth Street, Cincinnati,

WANTED-Male salesmen to represent educational institute on proposition of unimpeachable merit to business men in Manhattan. No books. Liberal commission and drawing account. Address 2747 SURVEY.

### SITUATIONS WANTED

SUPERINTENDENT child-caring institution desires change. Six years' experi-ence. Age 33, Married. Address 2724

WANTED-Position as Superintendent of institution or hospital by graduate nurse with executive ability and wide experience in social service work in large city. Address E. W. M., Box 500, Devon, Pa.

WOMAN of experience and ability in teaching sewing and dressmaking, and in purchasing food, clothing, household supplies for institution, seeks non-resident olies for Address 2746 SURVEY.

### MISCELLANEOUS

# ENGLISH-ITALIAN PHRASE BOOK

FUR SOCIAL WORKERS

A phrase book for social workers, teachers, physicians and
nurses. Heavy cover paper. Postsoid 75 cents. Physicians
Supplement, 25 cents a copy. Remit by check or money
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ROITH WALLER (Morristown, New Jersey) FRENCH LADY, college graduate, would

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### WHEATLESS-MEATLESS MEALS 94 menos. 154 respec disoctions, Ind triums, contributes, linear agreement, etc. 174, or ERSE for the name interested in Disordit Artista Arm. Reheaf of Home Economics, 168 W 82th St., Chicago, III.

HAVE you a copy of Charities and the Commons for October 28, 1905? In order to complete Volume XV for our library we need this one issue. Please send it to the SURVEY, 112 East 19 Street, New York

### Calendar of Conferences

#### APRIL MEETINGS

Items for the next calendar should reach the SURVEY before April 10.

CHAMBER OF COMMERCE OF THE UNITED STATES OF AMERICA. Chicago, April 10-12. Sec'y, Elliot H. Goodwin, Riggs bldg., Washington, D. C.

CHARITIES AND CORRECTION, NEW JERSEY STATE CONFERENCE OF. Newark, April 21-23. Sec'y, Ernest D. Easton, 45 Clinton street, Newark.

PHYSICAL EDUCATION ASSOCIATION, AMERICAN. Philadelphia, April 10-13. See'y, Dr. J. H. B. McCurdy, 93 Westford avenue, Springfield, Mass.

POLITICAL AND SOCIAL SCIENCE, AMERICAN ACADEMY OF. Philadelphia, April 26-27. Sec'y, J. P. Lichtenberger, American Academy of Political and Social Science, Philadelphia, Pa.

SOCIAL AGENCIES, CALIFORNIA, STATE CONFER-ENCE OF. Santa Barbara, April 16-19. Sec'y, J. C. Astredo, Santa Barbara, Cal. SOUTHERN SOCIOLOGICAL CONGRESS. Birmingham, Ala., April 14-17. See'y, J. E. McCulloch, 609 McLachlen bldg., Washington, D. C.

#### LATER MEETINGS

INTERNATIONAL KINDERGARTEN UNION, INTERNATIONAL. Chi-cago, June 25-28. Sec'y, May Murray, Springfield, Mass.

BOYS' WORK CONFERENCE. Under the auspices of Boys' Club Federation. Philadelphia, May 21-23. Sec'y, C. J. Atkinson, 1 Madison avenue, New York city.

COMMUNITY CENTER ASSOCIATION, NATIONAL. Pittsburgh, first week in July. Sec'y, Ed-ward L. Burchard, 617 C street, Washington, D. C.

FIRE PROTECTION ASSOCIATION, NATIONAL. Chicago, May 7-9. Sec'y, Franklin H. Wentworth, 87 Milk street, Boston.

JEWISH CHARITIES, NATIONAL CONFERENCE OF. Kansas City, Mo., May 12-15. Sec'y, L. H. Levin, 411 W. Fayette street, Baltimore.

MUSEUMS, AMERICAN ASSOCIATION OF Springfield, Mass., May 20-22. Sec'y, H. L. Madison, Park Museum, Providence, R. I.

NURSES' ASSOCIATION, AMERICAN, Cleveland, May 7-11. Sec'y, Katharine de Witt, 45 South Union street, Rochester, N. Y. NURSING EDUCATION, NATIONAL LEAGUE OF.

Cleveland, May 6-11. Sec'y, E. J. Taylor, Johns Hopkins Hospital, Baltimore.

PROBATION ASSOCIATION, NATIONAL. Kansas City, May 15-22. See'y, Charles L. Chute, State Probation Commission, Albany, N. Y. PUBLIC HEALTH NURSING, NATIONAL ORGANI-ZATION FOR. Cleveland, May 6-11. Sec'y, Ella Phillips Crandall, 156 Fifth avenue,

New York city.

Social Work, National Conference of Kansas City, Mo., May 15-22, 1918. See'y W. T. Cross, 315 Plymouth conft, Chicago. TUBERCULOSIS, NATIONAL ASSOCIATION FOR THE STUDY AND PREVENTION OF. Boston, June 6-8. Ass't Sec'y, Philip P. Jacobs, 105 East 22 street, New York city.

WOMEN'S CLUBS, GENERAL FEDERATION OF. Hot Springs, Ark., April 30-May 8. Sec'y, Elizabeth H. Everett, Highland Park, Ill.

### STATE AND LOCAL

CHARITIES AND CORRECTIONS, TENNESSEE STATE CONFERENCE. Memphis, May 5-7. Sec'y, Mary Russell, Associated Charities, Mem-

#### PERIODICALS

Fifty cents a line per mouth; four weekly inser-tions; copy unchanged throughout the month.

The Child Labor Bulletin; quarterly; \$2 a year; National Child Labor Committee, New York.

The Crisis; monthly; \$1; National Association for the Advancement of Colored People, publisher. 70 Fifth Ave., New York.

Mental Hygiene; quarterly; \$2 a year; publi by The National Committee for Mental giene. 50 Union Square, New York.

The Negro Year Book; published under the auspices of Tuskegee Institute, Tuskegee, Ala; an annual; 35c, postpaid; permanent record of current events. An encyclopedia of 450 pages of historical and sociological facts relating to the Negro. General and special bibliographies; full Negro, index.

Public Health Nurse, quarterly; \$1 a year; na-tional organ for Public Health Nursing, 600 Lexington Ave., New York.

Scientific Temperance Journal, quarterly; 64 pages; \$1 per year; a magazine for serious students of sicohol question; practical articles; educational methods; world temperance progress notes; reviews. Free to members. Scientific Temperance Federation, 36 Bromfield St., Boston. Southern Workman, illustrated monthly; \$1 for 700 pages on race relations here and abroad; Hampton Institute, Va. Sample copy free. he Survey; nnce a week, \$3; once a month, \$2; a transcript of social work and forces; Survey Associates, Inc., 112 East 19 St., New York.

Work With Boys; 10 times a year; \$1.50. How to reach the working boy and his younger brother through boys' clubs, etc. William McCormick, publisher, Reading, Pa.

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MARING THE BOSS EFFICIENT. The Beginnings of a New Industrial Regime. John A. Fitch. Reprinted from the Survey. 5 ct. Survey Associates, Inc., 112 East 19 St. New York.

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### COMING MEETINGS .

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ASSOCIATES

#### KEY

If you know the name of the agency or organization, turn direct to the listings (3d column) for address, corre-sponding officer, etc. [They are ar-ranged alphabetically.]

If you seek an unknown source of information, turn to the subject index, following. The initialings correspond to capital letters in names of agencies.

If you want to know the agencies at work in any great field of social concern, turn also to this index. [They are grouped under major subject clas-sifications, as "HEALTH," printed in capitals.]

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Charters, Seo.
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Russell Sage Fdn., Dept. of Child Helping.
Child Labor, Nct.c, Assrim, Ncsw, Page.

CHURCH AND SOCIAL SERVICE Com. on Ch. and Soc. Ser., Perca.

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